

**GEORGIA RULE OF LAW**

**SURVEY REPORT 2002**

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Strategic Objective 2.2

## TABLE OF CONTENTS

<i>Executive Summary</i>	<i>1</i>
Purpose	1
Limitations	1
Results	1
<i>Introduction</i>	<i>1</i>
About the Resulting Sample	2
<i>Monitoring and Evaluation of the Rule of Law Program</i>	<i>3</i>
IR 2.2.1.1 Increased Public Awareness of Legal Rights	3
SO 2.2 Legal Systems that Better Support Implementation of Democratic Processes and Market Reform	9
<i>Targets for 2003</i>	<i>14</i>
Aggregate knowledge indicators	14
Percentage of correct responses for specific issues	14
Targeted regions for legal knowledge	15
<i>Survey Results - Insights for Programming Implementation</i>	<i>15</i>
Education	15
Region/Ethnicity	16
<i>Annex 1: Survey Instrument</i>	<i>23</i>
<i>Annex 2: Survey Methodology</i>	<i>36</i>
Sample Design	36
Quality Control	37
<i>Annex 3: About the Resulting Sample</i>	<i>37</i>
Region and Rural/Urban Distinctions	37
Age	38
Income	39
Education	39
Work Status and Work Sector	40
Ethnicity	41
Lessons Learned For Future Survey Implementation	44
<i>Annex 4: Awareness of Various Rights - additional information</i>	<i>46</i>
Awareness of Rights provided by the General Administrative Code	46
Awareness of Rights to Information	48
Awareness of Human Rights Issues	53
Due Process	53
Stopped by Police	53
Cooperation with Police	56
Gender Rights	57

Minority Rights .....	59
Freedom of Religion .....	59
<b>Freedom of the Press .....</b>	<b>60</b>
<b>Means of Raising Awareness and Demand for Rule of Law .....</b>	<b>60</b>
Cases against the State .....	60
Source of Information about Government .....	61
<b>Attitudes toward Government Agencies .....</b>	<b>62</b>

## List of Tables

Table 1.	Change in Knowledge of Law from 2001 to 2002 .....	6
Table 2.	Knowledge of law by urban/rural.....	8
Table 3.	Q 48 & 49: differing treatment by police and courts .....	12
Table 4.	Q 57: improvement of court to uphold individual rights.....	13
Table 5.	Q 10 & 13: Respondents' actions with government agencies.....	16
Table 6.	Q 19: Applying for a permit.....	17
Table 7.	Q 27: Voting with coercion.....	20
Table 8.	Geographical location of interviews .....	37
Table 9.	Respondents' work sector .....	41
Table 10.	Percent of regional residents by ethnic group .....	42
Table 11.	Problem-related questions .....	45
Table 12.	Q 10 & 13: Respondents' actions with government agencies.....	46
Table 13.	Q 24: Closed collegial government agency session .....	49
Table 14.	Q 56: official information .....	50
Table 15.	Q60: Freedom of Information Legislation .....	51
Table 16.	Q 16: Obtaining information from a government agency .....	52
Table 17.	Q 35: Detained persons use of legal aid.....	55
Table 18.	Q 42: Cooperation with police .....	56
Table 19.	Q 44: Use of lawyer while with police.....	57
Table 20.	Q 69a: Patterns in how the genders are treated .....	58
Table 21.	Q 36-39: Religion (Percentage).....	60

## List of Graphs

Graph 1.	Ethnicity: Comparing 2002 survey data and "official" data .....	2
Graph 2.	Number of respondents by number of correct knowledge of law questions .....	4
Graph 3.	Correct responses to knowledge of law questions by year.....	5
Graph 4.	Options after permit denied (2002 responses).....	17
Graph 5.	Options after permit denied (2001 responses).....	18
Graph 6.	Q19: Government agency decision by region, Option 1 .....	18
Graph 7.	Neighbors' voting choice can be coerced at least some of the time .....	20
Graph 8.	Heard about freedom of information legislation by region .....	21
Graph 9.	National Government Activities.....	22
Graph 10.	Local Government Activities .....	22
Graph 11.	Age: Comparing survey data and "official" data .....	38
Graph 12.	Income by gender.....	39
Graph 13.	Respondents' Education by Work Sector.....	39
Graph 14.	Gender and Work Status .....	40
Graph 15.	Gender and Work Sector .....	41
Graph 16.	Ethnicity: Comparing 2002 survey data and "official" data .....	42
Graph 17.	Ethnic groups by Reported Income (GL) per Month .....	43
Graph 18.	Q19: Government agency decision by region, Option 4.....	47
Graph 19.	Q19: Government agency decision by region, Option 5 .....	48
Graph 20.	Q 56: Regional responses on government agencies providing information.....	50

Graph 21.	Q 60: Regional responses to Freedom of Information Legislation .....	51
Graph 22.	Age by % respondents who know someone who was beaten/tortured.....	55
Graph 23.	Court case in media by region.....	61
Graph 24.	Importance of government agencies .....	62
Graph 25.	Performance of government agencies .....	62
Graph 26.	Government agencies encountered most often.....	63

## **EXECUTIVE SUMMARY**

### **Purpose**

IRIS Georgia's 2002 public awareness survey provides monitoring and evaluation information for the Rule of Law Program, now starting its second year of operation. The annual survey provides a tool for monitoring the level of knowledge held by the general Georgian population and evaluating the program's effectiveness at teaching Georgian citizens about legal rights. The report addresses two indicators included in the Mission's Performance Monitoring Plan for SO2.2, "Legal Systems that Better Support Implementation of Democratic Processes and Market Reforms", and IR 2.2.1.1, "Increased Public Awareness of Legal Rights". Also, the report provides information of possible use for program implementation. For example, attitudes and perceptions of people in specific regions are described, which allows us to more fully anticipate needs for legal assistance and reaction to educational outreach. Annexes to the report provide details on the survey instrument, methodology, the sample of people interviewed, and other results outside the areas of monitoring and evaluation.

### **Limitations**

This report covers information relevant to the Rule of Law program but is not meant to provide details about all results possibly gleaned from the survey data. In particular, we have focused on breakdown of survey results by only those categories where we can reasonably influence program design. For example, regional, rural/urban, ethnic, and educational categories are considered in various sections, but income classes are very often not useful because the vast majority of Georgian citizens all fall in the same group. Furthermore, we have considered multi-category differences only in certain instances where patterns were clear but difficult to explain.

### **Results**

The report shows conclusively that efforts to raise legal knowledge have been successful, although room for improvement exists on several issues and in several areas. Aggregated measures of knowledge have made small but significant increases, and areas where knowledge was revealed to be particularly weak by the first survey have made larger improvements. In contrast, citizens' perceptions of Rule of Law generally have changed very little if at all since the first IRIS survey one year ago. This lack of change is to be expected, however, given that typically public perceptions change more slowly than does behavior inside the state, and the behavior in question is changing only slowly and not so steadily. Other results of the survey exercise include some specific recommendations for IRIS Georgia and its partners on the details of program implementation.

## **INTRODUCTION**

An informed society helps promote "rule of law," as only citizens aware of their legal rights can detect and then address breach of the law by the government or by state office-holders. Hence, measures of the legal knowledge held by citizens and comparisons with baseline data are needed to assess progress in development of rule of law. The extent of rule of law will also be reflected in citizens' experiences of the past and in expectations about how the state will act in the future. Information about experiences and expectation can help both to gauge the extent that rule of law prevails and also inform efforts to further build rule of law.

At the outset of the USAID-funded Rule of Law program in Georgia, IRIS undertook a baseline survey of public awareness of law in five Georgian cities and surrounding rural villages. Tbilisi, Kutaisi, Telavi, Akhaltsikhe, and Borjomi were selected in part because they reflect cultural, historic,

and administrative centers of the larger regions of the country. They were also picked, because, with the exception of Borjomi, they are areas where IRIS and its partners intend to focus their activities. IRIS has very few plans for activity in Borjomi during the first two years of the Rule of Law program and intends to use that community as a control in measuring progress in the other cities. The baseline survey was conducted in 2001. This report reflects the 2002 survey results and comments upon the extent to which they differ from the 2001 results.

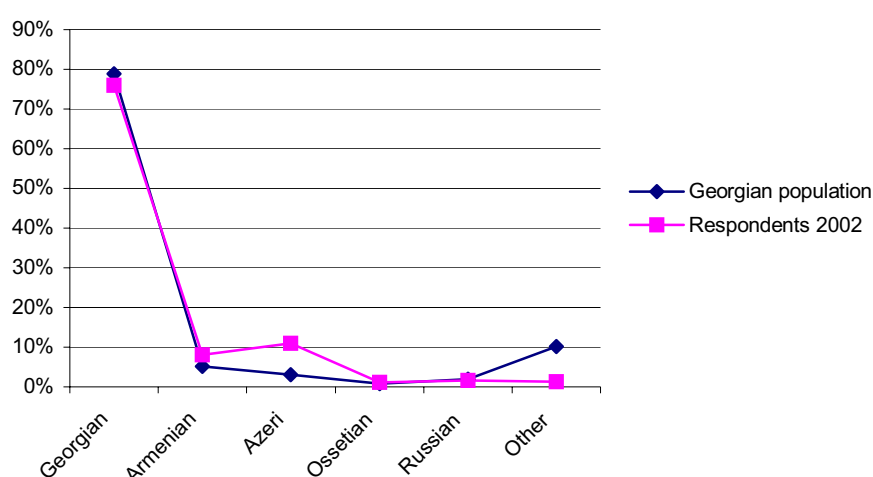
## About the Resulting Sample

The resulting sample in 2002, as in 2001, is reasonably representative of the population as a whole, given the regions that were chosen to be included. Out of 1,200 face-to-face interviews, 55% were with women and 45% with men, reflecting information from the Statistical Department of Georgian on gender balance of the total population. As with 2001 results, women report lower family incomes than men do. Survey respondents closely approximate the Georgian population in age with the exception of an under sampling of people over the age of 55. Nearly a third of respondents reported being employed outside the home, while 22% were self-employed and 12% were housewives. Nearly one in five reported being unemployed, 9% were pensioners and 6% were students.

Respondents are well educated as a whole with little difference between men and women. Many respondents completed some higher education (45%) and another 19% have professional or technical degrees. Just over a quarter of the respondents completed a secondary education, while 8% had completed only primary education. These sample characteristics are not significantly different than what is known about the population as a whole. According to statistics on the education of the population reported by EIU Viewswire in November 2002, around 30% of adults have a higher education and another 25% have a technical degree.<sup>1</sup>

The baseline survey (2001) design required that the sample include 5-10% of the interviews with ethnic minorities, in line with estimates of the population as a whole.<sup>2</sup> The resulting sample included too few ethnic minorities to allow confidence in interpreting statistics for the survey. As a result, in 2002, we added 200 additional interviews solely with ethnic minorities in order to better assess the possibility of ethnic differences in knowledge and perceptions.

**Graph 1. Ethnicity: Comparing 2002 survey data and “official” data**



<sup>1</sup> EIU viewswire, 11 November 2002, a publication of the Economist Intelligence Unit.

<sup>2</sup> Georgian ethnic breakdown was the same on the State Department's website (information from 1998) [http://www.state.gov/www/background\\_notes/georgia\\_9811\\_bgn.html](http://www.state.gov/www/background_notes/georgia_9811_bgn.html) and on a popular information website (<http://www.infoplease.com/ipa/A0855617.html>).

The 2002 data include 76% Georgian; 11% Azerbaijani, 8% Armenian and 4% "other" ethnic minorities (including 14 Ossetians, 19 Russians, 1 Turk, 9 Greek, 3 Aisor, 1 Lezid and 2 Jews). The Armenian respondents are mostly from Akhaltsikhe and Kutaisi. Azerbaijanis were mostly in Tbilisi. Georgians and "other" ethnic minorities were distributed among the regions.

#### *Relationship between Sample Categorizations and the Rule of Law Program*

As the previous paragraphs begin to suggest, the sample can be disaggregated by various categorizations, such as age, educational background, monthly family income, sector of employment, etc. For the purpose of informing the Rule of Law program, the most important categorizations are the regional, rural/urban, and sometimes the ethnic groupings. For the remainder of this report, therefore, we will focus on these distinctions and only occasionally remark on other categorizations. *We report on differences between categories that are significant at the 99% significance level unless otherwise noted in the text.*

## **MONITORING AND EVALUATION OF THE RULE OF LAW PROGRAM**

### **IR 2.2.1.1 Increased Public Awareness of Legal Rights**

#### **Indicators: Percentage of citizens surveyed in four metro areas/targeted districts who are aware of select legal rights**

Rule of Law cannot flourish without an informed populace possessing at least basic knowledge of their rights and of the responsibilities of a democratic government. Task 1 of the IRIS Rule of Law program in Georgia attempts to educate the citizens of Georgia as to their rights under reformed laws, as well as to show them how to exercise those rights and how to respond when established rights are violated by the government. Since the time of the baseline survey in 2001, IRIS partners, GYLA, Internews and Liberty, have been holding meetings, broadcasting informational shows, and distributing publications in several regions of the country, including 4 of the 5 regions covered by the survey. GYLA maintained offices in Tbilisi and Kutaisi,<sup>3</sup> while their mobile clinic visited towns and villages in other areas as well. Liberty operated centers in Tbilisi, Kutaisi, Telavi and Akhaltsikhe. IRIS partner Internews began broadcasting radio and television talk shows in the late spring and early summer of 2002, and these broadcasts reached all 5 of the regions, including Borjomi. Typically, these activities focused on educating citizens about: their rights concerning access to information held by the state, other administrative rights, rights of conscripts or draftees, freedom of religion, freedom of the press and of speech, and due process rights regarding various kinds of interactions with the police and other authorities. Protection from domestic violence and other gender issues were also covered by a few activities.

For monitoring and evaluation purposes, we use the survey results to ascertain what impact these activities have had. Fourteen questions on the 2002 survey instrument test respondents' knowledge of various fundamental rights accorded by Georgian Law. The questions are not legally sophisticated and require only a basic understanding of the law. The range of rights covered by these 14 questions fall within the topics addressed by our partners' activities, although our partners were not necessarily addressing the same specific points of law.

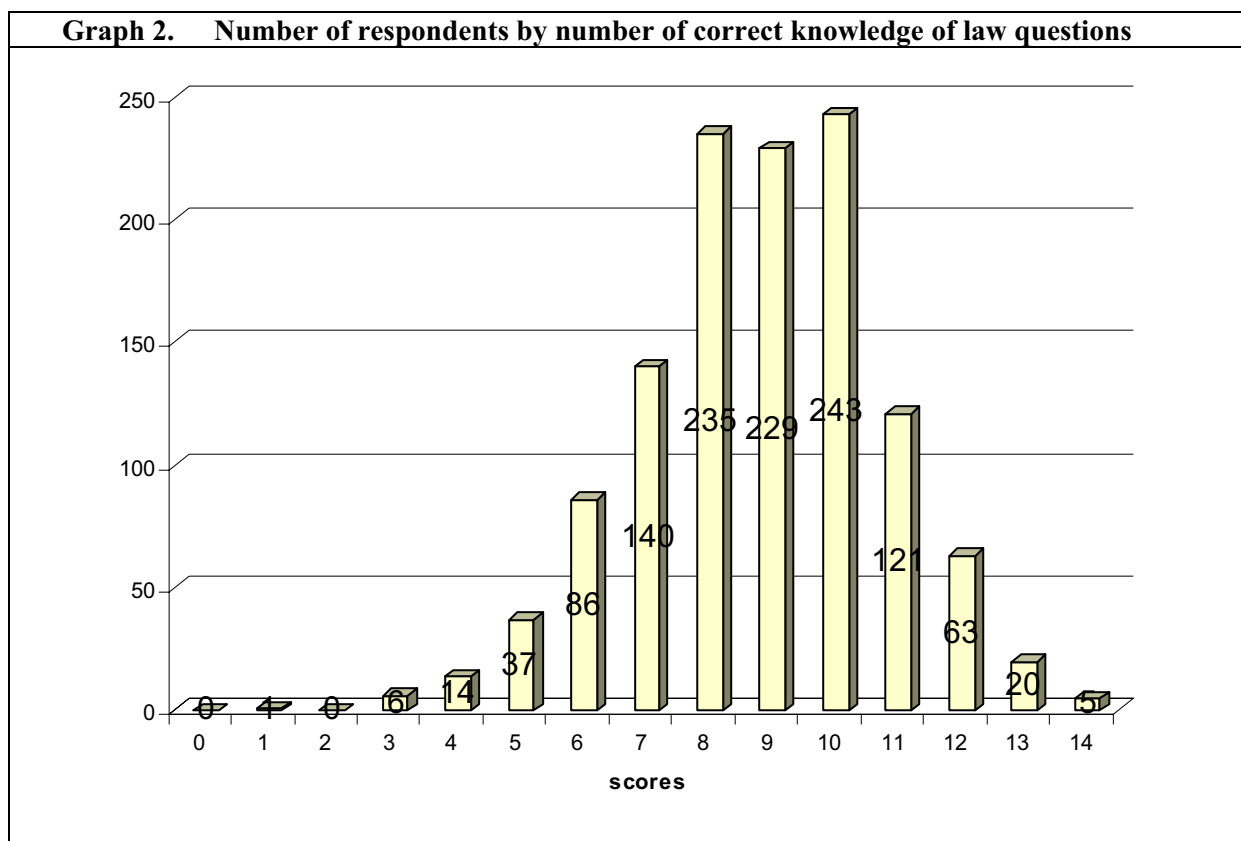
One way of measuring legal knowledge is to consider the average number of total correct responses. In 2002, the average result was 8.1 correct responses for the original 13 questions, compared to an

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<sup>3</sup> GYLA opened an office in Telavi around the same time as the 2002 survey was conducted.

average of 7.8 correct responses on the 2001 survey. The increase of almost one additional correct response on average suggests that the activities to raise knowledge did have the intended effect. An alternative computation is the number of respondents who answered more than half of the questions correctly. In 2002, 82% answered seven or more correctly, compared to 77% in 2001. This measure also suggests the effectiveness of our activities. If we raise the standard, we observe that from 2001 to 2002, the percentage of respondents scoring more than two-thirds correct (10 or more) increased from 18.9% to 37.7%. If we had been testing students in a law curriculum, we would have expected a larger response from educational activities, but considering that that public awareness raising activities do not have the same self-selected audience as a law school's classroom, or the same incentives for learning, this result is very encouraging.

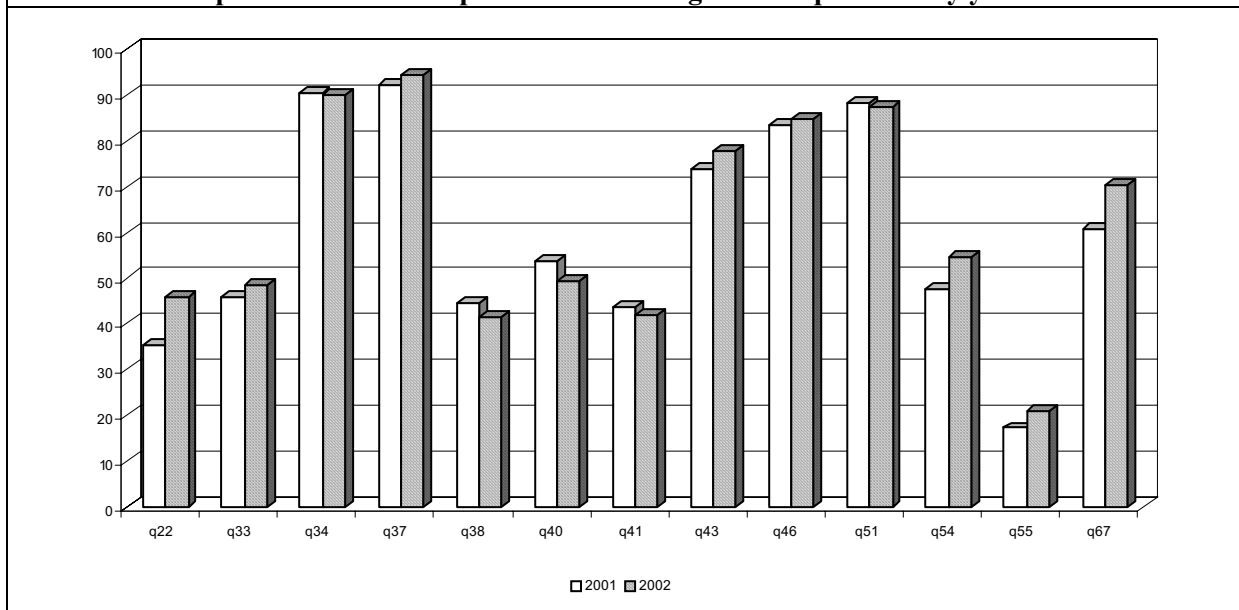
Graph 2 below illustrates that in 2002 respondents answered more legal rights questions correctly than incorrectly. No one answered all questions incorrectly; only one respondent only answered 2 questions correctly, while 5 respondents answered all of the questions correctly. Respondents tended to answer between 8 and 10 of the 14 legal knowledge questions correctly.



Graph 3 below illustrates the increases and decreases in percentages of correct responses from 2001 to 2002 for each of the legal knowledge questions, except question 68 on the rights of husbands and wives during divorce, as this question was added to the 2002 survey. Increases in correct answers are seen for 8 of the 13 comparable questions. The increases for questions 22 (collegial government agency), 54 (personal information), and 67 (inheritance) are significant, while the other increases are very small. All of the decreases from 2001 to 2002 in correct responses are too small to be significant.



**Graph 3. Correct responses to knowledge of law questions by year**



Of the three questions where significant increases are observed, two correspond to topics on which we had targeted several different activities, namely questions 22 and 54 which both fall in the category of Freedom of Information. Both of these questions had fewer than 50% correct answers in 2001, and given the conceptual importance of Freedom of Information to the long term development of rule of law, IRIS and its partners had put emphasis on educating people about these particular rights. Inheritance rights were covered by relatively few activities, so it is interesting to see this also as a significant area of increase.

IRIS partners had also focused activities on educating people about freedoms of the press, but results for questions on these issues were mixed. Overall, the percentage of correct answers for questions 40 and 41 fell slightly, although the difference is not statistically significant. To better understand these results, we look at how the responses break down by region. Table 1 (below) shows the percentage of correct responses in the regions for each of the knowledge of law questions. Examination of the numbers shows that most changes from 2001 to 2002 responses are positive or negligible. (Arrows are used to draw attention to the questions where significant changes in percentage of correct responses occurred in regions between 2001 and 2002.) In the rows for questions 40 and 41, we see that the percentages of correct responses increased in two regions but fell in two others. Given that our partners do not focus on the same topics in all the regions to the same extent, it is not surprising to see these regional differences, although we would prefer that they not cancel each other out.

Further examination of Table 1 reveals that Telavi and Akhaltsikhe each had 7 or more questions where the number of correct responses increased significantly and only 1 question where the percentage of correct responses declined. Borjomi also showed improvement, despite the near-absence of IRIS-sponsored activities in that region. In contrast, Kutaisi had only 1 question where the percentage of correct answers increased and 3 questions where the percentage fell. In the 2001 survey results, Kutaisi started with relatively higher percentages of correct responses for most of the questions, and as a result our partners' activities in that region were not deemed as high a priority in year 2002. Tbilisi, which is a considerably different case than the other regions because of the relative size and density of population around the capital, showed responses to 4 questions increasing and to 3 questions decreasing. Additional conclusions drawn from Table 1 are presented thereafter.

**Table 1. Change in Knowledge of Law from 2001 to 2002**

Statistical differences of 5% or more from 2001 to 2002 responses are noted with directional arrows

Percent respondents within each region answering correctly	<b>Akhaltzikhe</b> N=136	<b>Borjomi</b> N=121	<b>Kutaisi</b> N=207	<b>Tbilisi</b> N=588	<b>Telavi</b> N=148	<i>Average Correct across all Respondents</i>
Q22. Under the law, do you have a right to attend an open session of collegial government agency such as a local government council? A: Yes, everyone can attend an open session of collegial government agencies.	35% ↑ 40%	35% ↑ 67%	56% ↓ 52%	31% ↑ 39%	19% ↑ 52%	36% ↑ 46%
Q33. Do you think the police have the right to make these kind of demands (inspect contents of vehicle, demand occupant prove ownership)? A: No	35% ≈ 32%	39% ↑ 45%	43% ≈ 42%	52% ↑ 59%	35% ≈ 31%	46% ≈ 48%
Q34. When the police detain a person, does the person have a legal right to help from a lawyer while detained? A: Yes	80% ≈ 81%	99% ↓ 88%	98% ≈ 98%	97% ↓ 90%	56% ↑ 88%	91% ≈ 90%
Q37. Who has the legal right to decide your religious beliefs, you or the state? A: Myself	81% ↑ 98%	96% ≈ 94%	91% ≈ 90%	94% ≈ 94%	93% ≈ 95%	92% ≈ 94%
Q38. Do you think that followers of different religions are protected equally by the law in Georgia? A: Yes	29% ≈ 29%	38% ↑ 49%	52% ↓ 46%	49% ≈ 45%	30% ≈ 26%	44% ≈ 42%
Q40. Do you think that TV and newspapers can legally broadcast and publish any news they learn? A: Yes	45% ↑ 58%	52% ≈ 53%	55% ↓ 47%	58% ↓ 46%	43% ↑ 58%	54% ≈ 50%
Q41. Do you know if journalists are required by law to explain how they got the information they report – that is, if it came from a particular person, do they have to report from whom? A: No	55% ↓ 42%	37% ↑ 49%	39% ≈ 36%	49% ↓ 42%	27% ↑ 45%	43% ≈ 42%

Percent respondents within each region answering correctly	<b>Akhaltzikhe</b> N=136	<b>Borjomi</b> N=121	<b>Kutaisi</b> N=207	<b>Tbilisi</b> N=588	<b>Telavi</b> N=148	<i>Average Correct across all Respondents</i>
Q43. Do you, as a witness, have a legal right to have a lawyer's help? A: Yes	72% $\approx$ 69%	80% $\approx$ 83%	86% $\approx$ 84%	78% = 78%	35% $\uparrow$ 74%	74% $\approx$ 78%
Q46. Do you think that the wife has any legal rights to protection from physical violence used by her husband? A: Yes	53% $\uparrow$ 73%	87% $\downarrow$ 77%	94% $\approx$ 92%	91% $\approx$ 87%	60% $\uparrow$ 84%	83% $\approx$ 85%
Q51. Do you think that the police have the right to torture or beat a detained person in any circumstance? A: No	59% $\uparrow$ 71%	86% $\approx$ 84%	91% $\approx$ 93%	92% $\approx$ 89%	92% $\approx$ 89%	88% $\approx$ 87%
Q54. If a government agency has information in its files and records about you, we call that "personal information." Is it true that the law of Georgia allows you to obtain from government agencies information they have in files specifically about yourself? A: Yes	35% $\uparrow$ 44%	44% $\uparrow$ 54%	55% $\uparrow$ 70%	51% = 51%	35% $\uparrow$ 59%	48% $\uparrow$ 55%
Q55. Is it a fact that the law of Georgia allows government agencies to give personal information about you to other people or organizations? A: It depends on the circumstance.	22% $\approx$ 21%	20% = 20%	16% = 16%	17% $\uparrow$ 27%	15% $\downarrow$ 8%	17% $\approx$ 21%
Q67. Do you think that the law on inheritance gives equal rights to sisters and brothers? A: Yes	65% $\uparrow$ 70%	57% $\uparrow$ 81%	63% $\approx$ 62%	65% $\uparrow$ 73%	40% $\uparrow$ 61%	61% $\uparrow$ 70%
Q68. Under the law, do husbands and wives have equal rights during a divorce? (Question added in 2002) A: Yes	70%	82%	71%	71%	66%	71%

Four of the knowledge of law questions involved due process issues. For two of these, namely questions 34 and 43, Telavi residents scored much fewer correct than the other regions in 2001, but in 2002 this difference has been eliminated. Similarly, Akhaltsikhe residents scored very poorly in 2001 on question 51 but improved to almost comparable levels with the other regions in 2002. On a different issue, religious freedoms (question 37), relatively low scores in Akhaltsikhe in 2001 were reversed in 2002 to be the highest among the 5 regions. Relatively low scores for Akhaltsikhe and Telavi regarding rights to protection against domestic violence in 2001 have also been overcome in 2002. These sets of results suggest that IRIS's partners have been fairly successful at targeting increases in legal knowledge on specific issues in specific regions.

Table 2 below reflects the responses to the knowledge of law questions by urban versus rural respondents and gives the average across all respondents. Note that the first row of numbers for each question reflect 2002 data, while the second row of numbers reflect 2001 data. Shaded boxes denote the area that performed the poorest per question. For example, urban respondents were less likely to answer question 22 correctly compared to their rural counterparts. The opposite is true of question 33. Where there is little difference, neither the urban nor rural box is shaded. Finally, the shading holds true for 2002 data only, and in one case (question 41), does not reflect 2001 data.

**Table 2. Knowledge of law by urban/rural**

<b>Percent</b> respondents within each area answering correctly	<b>Urban %</b> (n=749)	<b>Rural %</b> (n=451)	<b>Average %</b> (N=1200)
Q22. Under the law, do you have a right to attend an open session of collegial government agency such as a local government council? A: Yes, everyone can attend an open session of collegial government agencies.	43 in 2002 32 in 2001	50 in 2002 45 in 2001	<b>46 in 2002</b> 35.5 in 2001
Q33. Do you think the police have the right to make these kind of demands (inspect contents of vehicle, demand occupant prove ownership)? A: No	56 48	35 39	<b>48</b> 46
Q34. When the police detain a person, does the person have a legal right to help from a lawyer while detained? A: Yes	93 95	86 79	<b>90</b> 90.5
Q37. Who has the legal right to decide your religious beliefs, you or the state? A: Myself	95 92	94 92	<b>94</b> 92
Q38. Do you think that follower of different religions are protected equally by the law in Georgia? A: Yes	43 49	39 33	<b>42</b> 44.5
Q40. Do you think that TV and newspapers can legally broadcast and publish any news they learn? A: Yes	45 51	58 61	<b>50</b> 54
Q41. Do you know if journalists are required by law to explain how they got the information they report – that is, if it came from a particular person, do they have to report from whom? A: No	40 45	44 40	<b>42</b> 43.5
Q43. Do you, as a witness, have a legal right to have a lawyer's help? A: Yes	81 77	72 64	<b>78</b> 74

<b>Percent</b> respondents within each area answering correctly	<b>Urban %</b> (n=749)	<b>Rural %</b> (n=451)	<b>Average %</b> (N=1200)
Q46. Do you think that the wife has any legal rights to protection from physical violence used by her husband? A: Yes	87 89	78 67	<b>85</b> 83.5
Q51. Do you think that the police have the right to torture or beat a detained person in any circumstance? A: No	89 90	84 84	<b>87</b> 88
Q54. If a government agency has information in its files and records about you, we call that “personal information.” Is it true that the law of Georgia allows you to obtain from government agencies information they have in files specifically about yourself? A: Yes	56 47	53 49	<b>55</b> 48
Q55. Is it a fact that the law of Georgia allows government agencies to give personal information about you to other people or organizations? A: It depends on the circumstance.	22 17	20 18	<b>21</b> 17
Q67. Do you think that the law on inheritance gives equal rights to sisters and brothers? A: Yes	74 67	64 45	<b>70</b> 61
Q68. Under the law, do husbands and wives have equal rights during a divorce? (Question added in 2002) A: Yes	75	64	<b>70</b>

As with 2001 results, rural respondents are less likely overall to answer knowledge of law questions correctly compared with their urban counterparts, as can be readily seen by the number of shaded boxes in the rural column in the table above. Additional observations on the knowledge of law questions, particularly with regard to other categorizations such as ethnicity and gender, can be found in Annex 5.

## **SO 2.2: Legal Systems that Better Support Implementation of Democratic Processes and Market Reform**

### **Indicator: Public Perception of the Rule of Law**

In addition to legal knowledge, we are also interested in gauging citizens’ attitudes and expectations about governance by the state and about the legal system. If people think that the overall system of governance is bad, they may perceive less reason to pay attention to their specific legal rights. Four questions prompted respondents to think about “the rule of law” in general terms, without reference to specific laws or agencies of the state, and responses to one of these questions, question 3, has been proposed for use in calculating the above-mentioned indicator.<sup>4</sup> Three questions on the survey ask respondents about their perceptions of performance by two different state authorities or agencies.

Citizens’ perceptions have changed very little if at all since the first IRIS survey one year ago. This lack of change is to be expected, given that typically public perceptions change more slowly than does behavior inside the state, and the behavior in question is changing slowly and not so steadily.

<sup>4</sup> The proposed indicator is an index constructed from information obtained from another survey specifically of court users and responses to question 3 from the IRIS survey. For more information, contact Ketty Makharashvili at USAID in Tbilisi.

Primarily, 2002 survey results suggest that the public thinks poorly of the legal system as administered by the state, as was true in the 2001 baseline results. The results for the more specific questions also suggest that citizens' perceptions have not improved over the course of the last twelve months. Both years' results signal only very preliminary development of the rule of law. Remaining paragraphs in this section explain in more detail the survey results that led to these general questions.

Equality before the law is an essential component of rule of law. Question 1 asks if respondents believe that people should have equal rights under the law, regardless of position – a state official should be treated the same as an ordinary citizen. Question 2 asks if they believe that the state treats all people equally. As in the baseline survey, an overwhelming majority of respondents in 2002 (88.25%) assert that people should have equal rights, but an even larger majority (93.9%) believe that some people have special privileges because of their position. These results are almost the same as last year, only slightly worse; small changes are likely due to sample differences rather than any meaningful change in the population's perceptions.

As described in a previous section of this report, in 2002 IRIS and its Georgian partner, IPM, purposefully included 200 additional respondents from minority ethnic groups, so that we could say with more confidence whether differences existed in the opinions of various ethnic groups. Survey results this year suggest significant differences for many questions, including questions 1 and 2. A smaller percentage of Armenians (74%) than Georgians (89.5%) believe that people should have equal rights, in contrast to a larger percentage of Azerbaijani respondents (96%). In a similar pattern, a smaller percentage of Armenians (3%) find that the state treats citizens equally, compared to 5% of Georgians and almost 15% of Azerbaijanis.

Statistically, we also see significant differences between residents of different locations. A smaller percentage of rural respondents (85%) than urban residents (91%) said "yes" in response to question 1, should citizens be treated equally. Relatively more urban residents (95.6%) than rural (91.1%) believe that the state does not treat citizens equally. Regionally, Akhaltsikhe stands out as a paradox and does not fit the pattern noted for the ethnic and rural/urban categories. Only 68.4% of Akhaltsikhe residents answered yes to question 1, compared to 98% and 97% in Kutaisi and Telavi, respectively. In contrast, a relatively larger 13% of Akhaltsikhe residents said the state treats citizens equally in response to question 2, compared to 3.4% and 3.9% in Kutaisi and Tbilisi.

Closer examination of the data resolves the statistical paradox found in Akhaltsikhe and also suggests an issue to be addressed by IRIS and its partners. A large minority of Armenians living in Akhaltsikhe does not expect equal treatment, nor do they believe that they get it – perhaps they have resigned themselves to "second class status." In contrast, Armenians living in Tbilisi<sup>5</sup> expect to be treated equally but perceive that they are not. We might reasonably assume that Armenians living in Tbilisi are more empowered, more aggressive about improving their standards of living and more informed as to what the state should be doing than their ethnic cousins in Akhaltsikhe.<sup>6</sup> On the other side of the ethnic divide in Akhaltsikhe, a large majority of Georgians (89%) believe that citizens are treated equally – they don't perceive any discrimination since it is not directed at them. Georgians in Tbilisi, unlike their ethnic "cousins" in Akhaltsikhe, perceive that the state treats people very unequally – in the much larger city, the power of being in the dominant ethnic group is much diluted. If other evidence corroborates the survey's finding of ethnic discrimination, special programmatic activity may be appropriate in the Akhaltsikhe region.

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<sup>5</sup> Almost 45 of the Armenian survey respondents live in Akhaltsikhe, and another 45% live in Tbilisi. Azerbaijani are even more concentrated, with 90% living in Tbilisi and 9% in Telavi.

<sup>6</sup> Or, as we will see when we get to questions 48 and 49, it might be that residents of Akhaltsikhe said no to question 1 because they think state officials should be held to higher standards, or treated more strictly, than ordinary citizens.

Question 3, which has been suggested for inclusion in an index to compute the above-mentioned indicator for SO2.2, asks about perceived performance of the legal system in general. Considering both “very effective” and “somewhat effective” answers together, the percentage of respondents who expressed a positive opinion is 21.25, down from 24% in the previous year. Considering the “very ineffective” and “somewhat ineffective” answers together, negative opinions account for 76.2% of the sample, up from 73.7% in the previous year.

Responses to question 3 show statistically significant variation among the categorizations consistent with the responses to questions 1 and 2. Even more so than for question 2, Azerbaijani respondents were relatively “happy” citizens; over 32% gave positive responses to question 3, compared to 21% of Georgians and a mere 11% of Armenians. Without further insight into the cultural differences, it is very difficult for us to explain the relatively large percentage of Azerbaijani who think the state treats citizens equally and the even larger percentage who say that the legal system is effective. One hypothesis is suggested by the survey implementer’s (IPM) observation that many of the Azerbaijani respondents were hostile to Georgian interviewers; perhaps a significant minority of Azerbaijani gave sarcastic and exaggerated answers. However, we cannot draw any conclusions without considerably more research on this specific subject.

Given the relatively high percentage of dissatisfied Armenians in Akhaltsikhe, it is particularly interesting that relatively more respondents in Akhaltsikhe gave positive assessments (33.8%) or answered “don’t know” (10.5%) for question 3. As for question 2, the high percentage of positive answers for question 3 in Akhaltsikhe is due mostly to an unusually high percentage of Georgians who seem to be proud of their state. However, a larger percentage of Armenians in Akhaltsikhe answered positively than in other regions. As noted above, differences due to ethnic background may be only one factor among several that are important to explain a person’s perspective on the rule of law, so we sometimes need to consider more than one characteristic at a time.

Kutaisi had the second highest percentage of positive assessments of the legal system (29%), followed by Telavi (28.4%)<sup>7</sup>, with Tbilisi (15.65%) and Borjomi (12.4%) showing the lowest percentages; this pattern repeats the results from 2001. Interesting, Kutaisi is the only region of the 5 included in the survey where all three of IRIS’s partners for Tasks One and Two were active in the preceding 12 months. Telavi was the only city where positive answers grew as a percentage over results from 2001; Kutaisi remained exactly the same in percentage terms.

A larger percentage of rural respondents give positive answers, 24.4%, although this is lower than the result of 29.6% found in 2001; the percentage of urban residents responding positively also decreased from 2001 but by a smaller amount. Review of other categorizations yields one interesting detail; the percentage of respondents giving a positive assessment for question 3 decreases with age, falling from 29% for the youngest group to 15% for the oldest. This pattern was also present in the 2001 responses.

Whereas Question 3 is fairly abstract and not directly related to the respondent’s well-being, Question 4 specifically asks about the legal system’s impact on the welfare of the respondent. As with Question 3, the differences in responses between the two years are quite small and are likely due to differences in the sample rather than significant differences in the populations’ perceptions. However, the change is in the “right” direction: the sum of the two possible “beneficial” responses grew slightly, while the sum of the two “problematic” responses fell a little since last year. Although the sum of positive answers (22.2%) outweighs the sum of negative answers (13.8%), the more important finding is that the majority of respondents consider the legal system as irrelevant. Rule of law could be

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<sup>7</sup> The relatively high percentage of positive assessments in Telavi is not consistent with the results for other questions – see discussion of questions 4, 48, and 49 below.

worse, if more people perceived actual harm by the legal system, nonetheless there is still much room for improvement.

Question 4 is one of the few instances in the survey where statistically significant differences exist between the responses of men and women. More women find the legal system irrelevant, while more men find it problematic.

Unlike question 3, the pattern across regions for question 4 is considerably different in 2002 from 2001. This year, respondents in Borjomi gave the highest percentage of positive answers (38%) and the smallest percentage of “irrelevant” answers (42.15%); last year the highest percentage was found in Akhaltsikhe. Akhaltsikhe and Kutaisi tied for second with 30% in each. Whereas last year respondents in Telavi gave the second highest percentage of positive answers, this year they gave the next to lowest (19.6%), with Tbilisi having the lowest (14.8%). Completely reversing last year’s results, Kutaisi had the lowest percentage of negative responses. Again, some of this change may possibly be attributable to the presence of IRIS’s three partners.

Ethnic variation in responses to question 4 shows a similar pattern found for the previous three questions. Armenians gave the smallest percentage of “beneficial” (17%) and the largest percentage of “problematic” responses (23%), whereas Georgians had the highest percentage of beneficial (23.6%) and the lowest percentage of “problematic.” Azerbaijani respondents gave the largest percentage of “irrelevant” responses (66.7%).

We asked two other questions to test if people perceive different enforcement agencies of the government as holding high-level officials to the law. Questions 48 and 49 ask respondents if they expect that a relative of a high-ranking official would be treated differently than their own relatives when charged with a crime, with the difference between the two questions being only the specific government agency handling the hypothetical case, the police or the courts. Ideally, respondents would answer “the same.” These two specific questions address the same issue as questions 1 and 2, equality before the law. We can infer that the status of rule of law diminishes as more respondents say that their own relatives would be treated worse than relatives of those in power. As can be seen in the following table, the only significant change from 2001 to 2002 is that fewer people said “somewhat worse” while more people chose the “much worse” reply.

**Table 3. Q 48 & 49: differing treatment by police and courts**

Possible Answer – respondent’s relative compared to official’s relative	Q. 48 expected treatment from the police		Q. 49 expected treatment from the courts	
	2001 %	2002 %	2001 %	2002 %
Much better	1.2	1.75	1.2	1.8
Somewhat better	0.5	1.9	2.7	1.8
The same	6.1	5.2	11.4	9.8
Somewhat worse	44.2	35.3	43.0	38.0
Much worse	48.0	55.7	41.6	48.4

The high proportion of “worse” answers for question 48 and 49 corresponds to the high proportion of respondents who said for question 2 that some people have special privileges because of their positions, and the perception has deteriorated since the baseline survey a year ago. The courts compare favorably in the survey results to the police, but only by a small amount. For both questions, the majority of respondents believe that those in power would receive better treatment than people like themselves.



For question 48 in 2002, respondents from Borjomi gave the largest percentage of “the same” answers (10.7%) for treatment by the police, followed by respondents from Akhaltsikhe (11.6%). Last year, residents of Telavi gave the highest percentage (15.3%) of “the same” answers, whereas this year responses in Telavi were the lowest (2.7%). For the courts, Borjomi and Akhaltsikhe accumulated the highest percentages of the ideal replies to question 49 in 2002, 12.5% and 12.4% respectively. As with question 48, ideal responses to question 49 from Telavi reversed relative position, falling from 25.8% to only 4.7%. Unusually large percentages of Akhaltsikhe residents said that both the police and the courts would treat their relative better than an official, compared to the other regions, and correspondingly, relatively few said that their relatives would be treated worse. These results suggest that Liberty’s regional office should monitor particularly carefully in Telavi for human rights abuses.

For question 48 in 2002, a relatively large percentage of Azerbaijani gave the ideal answer, while a relatively large percentage of Armenians said the police would treat their relative better than an official. Looking at the ethnic responses by region, we find that in Akhaltsikhe considerably larger percentages of both Georgians and Armenians chose either “better” or “the same” responses than in other regions. The largest percentage of ideal answers for question 49 came from Armenians, which is quite different from results for the other survey questions about rule of law where relatively more Armenians have been pessimistic. Another result that stands out from the previously-discussed patterns is that the largest percentage of “worse” answers for both questions 48 and 49 came from Georgians, who otherwise have been more positive than the ethnic minorities.

For question 48 in 2002, 8.5% of rural respondents expect to be treated the same, compared to only 3.1% of urban respondents; whereas the percentage of urban residents remained the same as in 2001, the percentage of rural residents fell from 15%. For question 49, the percentages choosing each possible answer were nearly the same for urban and rural residents.

Question 57 focused specifically on the courts and their contribution to the rule of law. Given the difficulty reported by interviewers with this particular question during interviews in 2001, it was reworded for 2002, although the possible responses remained the same. The distribution of percentages across the different possible responses reflects the change in wording. Previously, the question asked respondents to base their answers on their own experience or that of close family members, but that wording was omitted in 2002’s survey. As can be seen in the following table, the number of “had no such experience” responses fell considerably. The change in wording is more likely the cause of the increase in positive assessments rather than a change in the behavior of the courts.<sup>8</sup>

**Table 4. Q 57: improvement of court to uphold individual rights**

Do you think that the willingness of the courts to uphold individual rights where they conflict with the interests of the state has improved during the last year?		
	<b>2001 %</b>	<b>2002 %</b>
Significantly	1.7	4.4
very much	2.2	5.9
Somewhat	12.9	10.1
a little	12.6	16.5
Not at all	31.5	31.5
had no such experience	26.8	14.6

Combining “don’t know” and “not applicable” responses with “had no such experience” answers, we find 31.6% of all respondents said they could not answer this question, compared to 39.1% in 2001. The next most popular choice was “not at all” with 31.5% of all respondents. Hence, 29.4% chose one of the “improved” answers, primarily “a little” (12.6%) and “somewhat” (12.9).

<sup>8</sup> Wording changes can be seen in the survey instrument, Annex A. Deleted wording and questions are shown using "strike through" text and new wording and questions are in bold.

Among the different regions, Tbilisi had the largest proportion of “not at all” improved, compared to Kutaisi last year. Akhaltsikhe had the highest proportion of “improved” answers both this year and last. A relatively high proportion of Tbilisi residents chose the “had no such experience” responses, even though the question did not ask them explicitly to base their opinion on experience. Rural residents were more positive than urban residents.

Fewer Azerbaijani respondents (23%) than either Armenians (38%) or Georgians (39.3%) perceived any improvement in the courts willingness to uphold individual rights over the state’s, while relatively more Azerbaijani (57.5%) said “had no such experience.” As with questions 48 and 49, Georgians had the largest percentage of “not at all” responses for question 57, which contrasts with the relatively positive opinion of the state’s legal system as a whole given in questions 1 through 4.

## **TARGETS FOR 2003**

### **Aggregate knowledge indicators:**

Increase from an 8.7 to 9.5 for the average correct number of responses

Increase from 88% to 94% of respondents with over half of the legal knowledge questions answered correctly

Increase from 37% to 45% of respondents with over two thirds of the legal knowledge questions answered correctly

### **Percentage of correct responses for specific issues**

For all questions, general target over the long term (not just end of 2003) is 85% correct responses. (Four questions have already met this target: questions 34 on right to counsel during police detention; question 37 on right to decide one’s own religious beliefs; question 46 on rights to protection from domestic violence; and question 51 on rights to protection from cruel punishment.)

Rights under Freedom of Information Chapter of General Administrative Code:

- Increase correct responses to question 22 on open sessions from 46% to 53% overall
- Increase correct responses to question 54 on access to your own personal information from 55% to 60%
- Increase correct response to question 55 on privacy of personal information from 21% to 27%

Rights to due process

- Increase correct responses to question 33 on rights vis-à-vis police from 48% to 55%
- Increase correct responses to question 43 on witnesses’ rights from 78% to 85%

Rights to religious freedoms

- Increase correct responses to question 38 on protection for different religions from 42% to 48%

Rights to freedom of the press

- Increase correct responses to question 40 on rights to publish from 50% to 58%
- Increase correct responses to question 41 on rights to anonymity in publishing from 42% to 48%

Rights to gender equality

- Increase correct responses to question 67 on inheritance rights from 70% to 75%
- Increase correct responses to question 68 on rights during divorce from 71% to 76%

## Targeted regions for legal knowledge

Questions indicated are for lowest or tied for lowest scores among the regions.

- Akhaltsikhe, especially questions 22, 33, 43, 46, 51 and 54
- Kutaisi, especially questions 40 and 41
- Telavi, especially questions 31, 38, 55, 67, and 61
- Tbilisi, especially 22 and 40

## SURVEY RESULTS - INSIGHTS FOR PROGRAMMING IMPLEMENTATION

This part of the report illustrates how what we learned from the survey results can be used in more effectively designing programs outside of those programs designed to teach citizens of their legal rights. For example, we asked a large number of questions about people's perceptions of their legal rights. Their responses give us some useful information about how to better design outreach programs. While we gathered information on a variety of demographic variables (age, gender, ethnicity, education, etc.), few of these categories proved interesting or statistically significant when looking at how this information might improve programming. Below we discuss education and regional and ethnic demographics. Region and ethnicity are presented in one section as they are difficult to tease apart given the resulting sample (see the resulting sample section above).

### Education

In a number of cases, household respondents' answers to questions could be divided along demographic variables like education. For example, we asked a number of questions relating to "due process" and police actions (questions 29-35, 42-44, and 50-51). Several of these questions (34, 37-38, 43, 51) are discussed under the knowledge of law section above. The answers to these questions could be grouped based on the level of the respondents' education. In the case of this topic (due process), the groups were: respondents with primary and secondary level education in the one and those with technical/professional degrees and some (or completed) university education in the other. This may affect the success of programming, especially outreach programs, by aiding the designers in knowing their audience and gearing the message appropriately.

#### *Due Process*

With regard to the due process questions, for example, we see that respondents with only primary or secondary level education are more accepting of the demands of the police with regard to inspection and proof of ownership of the contents of their vehicle (36% accept versus 11-13% of those with higher education). Overall, respondents with less education believe the police have the right to make such demands much more so (49%) than do those with more education (29%). Clearly there is a perception issue here that could be addressed in outreach programs.

With regard to police cooperation, the trend continues, as those with less education say they would be more likely to cooperate than those with higher levels of education. Such respondents are less likely to ask for a lawyer and to know they have the right to a lawyer while being questioned as a witness. Those respondents with less education are less knowledgeable about these rights. In a society

governed by rule of law, citizens ought to be able to trust authorities like the police to protect them, come to their aid, and not to fear them.

### *Administrative Rights*

This kind of grouping of answers based on respondents' education can be useful for other topics addressed by the survey as well, such as a citizen's administrative rights (questions 10-15, 19) under the General Administrative Code. Respondents' perceptions of their rights in this case helps us to gauge change with regard to the implementation of the General Administrative Code and to see where issues/problems remain in its' successful implementation.

Questions 10 and 13 ask respondents to think about how they would handle the application for a permit or documentation, first to an agency that is performing well and second to an agency that is performing poorly. Ideally, respondents would feel confident enough in an agency to be able to accomplish the application by themselves, without help from others. Bribing or taking the informal route and ignoring the requirement for such a permit or documentation are the worst possible answers from the perspective of rule of law, followed by utilizing a friend inside the agency. We also asked respondents about experiences they had with this type of interaction with the government.

**Table 5. Q 10 & 13: Respondents' actions with government agencies**

Imagine that you should go to one of the government agencies you think is performing relatively (well/poorly) and apply for a permit or some documentation or a service. You have never applied for this before. Would you:	Agency performing well %		Agency performing poorly %	
	2002	2001	2002	2001
1. Find someone you know outside the government	13.2	11.9	12.3	12.5
2. Find a friend inside the agency	30.9	32.9	28.5	35.6
3. Bribe	8.7	5.7	10.5	11.1
4. By yourself	31.4	36.0	24.8	22.9
5. Pay a lawyer/consultant	9.2	6.9	12.8	8.5
6. Go informal	2.7	3.9	5.5	5.7
99. Don't know	4.0	2.7	5.5	3.7

A slight drop from 2001 can be seen in the table above for the most ideal answer for question 10 — the “do it yourself” response. Overall, respondents with more education were more likely to make such applications. They are also more likely to select the "do it yourself" option in an agency perceived to be performing well. When applying to a poorly performing agency, the more education group is more likely to pay a lawyer for assistance, while those with primary education only are more likely to offer a bribe (22%). This information may be helpful when educating citizens on how to go about making applications at government agencies.

### **Region/Ethnicity**

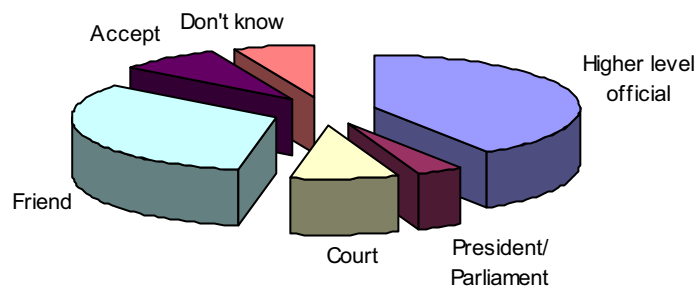
While there do not appear to be any trends within education with regard to appealing a decision by a low level official when applying for a permit, there do appear to be some interesting regional differences that may prove useful for the program. One important feature of the new administrative code is the right to appeal a decision, such as that of a denial of a requested permit. We asked a question to assess how ready citizens are to use this particular right, and results are presented in the following table.

**Table 6. Q 19: Applying for a permit**

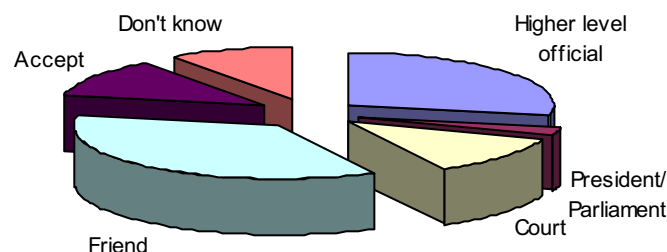
Q. 19. Imagine that you have applied for a permit from a government agency, and a low level official has told you that you cannot have the permit. You think he/she is mistaken. Which of the following options would you use to have this decision changed?	2002 %	2001 %
1. Have your complaint heard by a higher level official at that same agency.	40.9	28.1
2. Have your complaint heard by the president or by the parliament.	3.5	2.2
3. Have your complaint heard by the court.	8.7	11.8
4. Find a friend who will help you.	32.6	36.0
5. Simply accept the decision of the low-level official.	8.1	12.0
6. Don't know.	6.3	9.8

Respondents in 2002 selected the "ideal" response more so than any other. Graphically, we can see the increase as follows:

**Graph 4. Options after permit denied (2002 responses)**

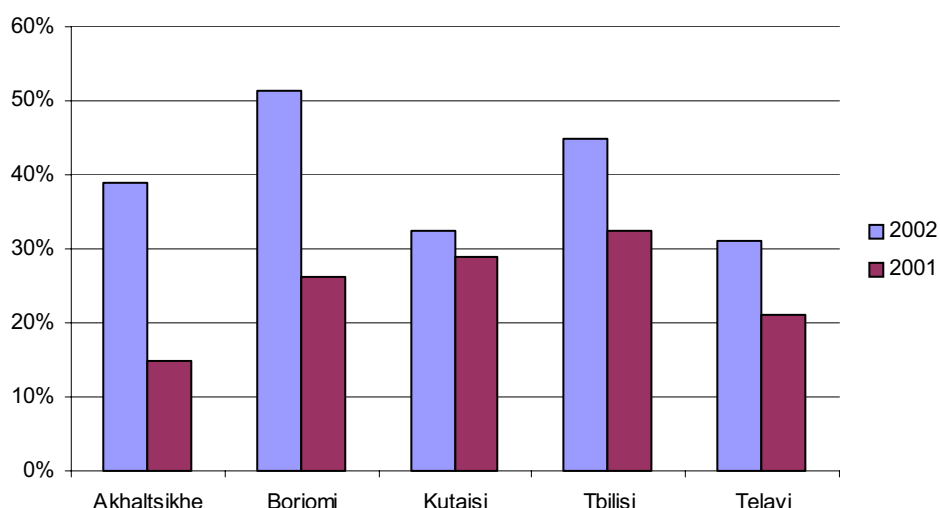


**Graph 5. Options after permit denied (2001 responses)**



The baseline results told us that personal connections are more important than standardized procedures. They are still very important in 2002, as one of three respondents would still find a friend to help, but the most popular response bodes more positively for development of the rule of law. Fewer respondents say they would simply accept the decision, but fewer also say they would have their complaint heard in court. These kinds of results show the kinds of perceptions citizens have about government agencies. Such perceptions can, to some degree, predict behavior, so while we seek to change the behavior of both the agencies through instruments like the General Administrative Code, we also seek to change citizens' behavior. Since the behavior may reflect the often negative perception of the agency, results such as these can help us design outreach programs that directly target common perceptions in the hope of changing them and thus the resulting (negative) behavior.

**Graph 6. Q19: Government agency decision by region, Option 1**



Graph 6 shows the differences in the proportion of population from 2002 and 2001 that chose to have their complaint heard by a higher level official at the agency among the different response categories

for Question 19 about what one would do should a low level official at a government agency deny one a permit. Clearly this is the optimum choice and we see some vast increases in respondents selecting this option from 2001 to 2002 in most regions except for Kutaisi where the change is minimal.

The respondents in Akhaltsikhe reporting they would go to a higher-level official are Georgian (43% of the Georgians in our sample living in Akhaltsikhe) and 33% of the Armenians in Akhaltsikhe. Recall from the Resulting Sample section at the beginning of this report that the sample population of Akhaltsikhe is 65% Georgian and 33% Armenian. For Borjomi, we see similar results with regard to the Georgians and Armenians in the sample living in that region, whereas in Kutaisi, the results are always dependent on Georgians, since 99% of the sampled respondents in Kutaisi are Georgian. Tbilisi, however, is different in that there is a large pocket of Azerbaijani respondents. So for Question 19, we see that 62% of the Azerbaijanis in Tbilisi report that they would take their complaint to a higher-level official, as would 59% of Armenians and 38% of Georgians living there. Telavi respondents are mostly Georgian (85%), and so much like Kutaisi, the results we see in that region are primarily dependent upon the Georgians in the sample.

Going back to Question 10 where respondents were asked how they would go about applying for a permit to a well-performing agency, Kutaisi (46%) and Tbilisi (33%) residents highly favored the "do it yourself" response, whereas those in Telavi and Akhaltsikhe were far less likely to do so (19% each). Respondents in these regions were more likely to find a friend inside the agency or someone outside the agency with relevant experience.

Finally, we should also note that rural residents were far more likely to find a friend inside the agency and use bribes compared to their urban counterparts. All of these types of information may prove useful for those working on outreach programs in these regions.

### *Elections*

Another informative group of questions was asked with regard to elections and shows a sometimes-wide disparity of experience among citizens of different regions and ethnic groups. Staff programming activities in these regions around election time and about voting rights should be aware of these disparities and perceptions. Rule of law has a weak basis if voters are coerced or bribed, affecting election results. In Georgia, few survey respondents said they had been forced, threatened or bribed to vote for a particular candidate. Only 12% of respondents said someone had tried to force them or someone they know to vote for a particular candidate (up from 2001, Q25). Fewer respondents (9%, down from 2001, Q26) said someone had tried to pay or reward them or someone they know during the last three elections. Despite these fairly low numbers, we feel it's important to note the ethnic and regional disparity among the responses.

Armenians reported unusually high attempts at being forced, threatened (29%) or bribed (21%) to vote for a particular candidate compared to other ethnic groups. More dramatic differences appear between regions, as nearly one third of respondents (up from one quarter in 2001) from Akhaltsikhe report that someone tried to force their vote, compared to 7% of Kutaisi residents. This is likely due to the fact that one of every three respondents in Akhaltsikhe is Armenian. Less dramatically, 18% of Akhaltsikhe respondents said that they were offered bribes, compared to only 7% of Tbilisi residents and 8-9% in all other regions. Rural residents reported higher incidence of threat (19% versus 9% compared to 2001's 9% versus 7% among urban residents), and a higher incidence of bribery (12% versus 7% among urban residents).

Despite the relatively small numbers of respondents for the whole sample who experienced threats and attempts at bribery, people were ready to say that their neighbors would succumb to threats and bribery, if they experienced them. The question posed to respondents was: "How many people in your

village/town/city would vote the way requested because of such threats or payments?" and 47% of respondents said "many" or "some" (down slightly from 2001; see table below).

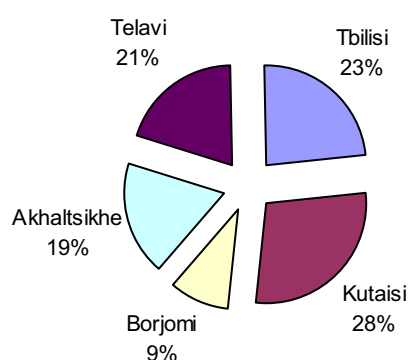
**Table 7. Q 27: Voting with coercion**

Responses in %	Average	
	2002	2001
All of them	3.0	2.9
Almost all	7.4	5.3
Many	17.7	21.9
Some	28.8	30.4
Only a few	16.3	16.5
Almost nobody	11.3	6.3
Nobody	6.2	7.2
Don't know/difficult to answer	9.2	9.5

Armenians were most likely to say "almost all"(22%); one third of Georgians said "some," while 37% of Azerbaijanis said "almost nobody" The "other" ethnic minorities category yielded wide-ranging responses with one fifth saying "many," another fifth saying "almost nobody" and just over a fifth saying don't know.

Rural residents tend to be slightly more optimistic about their neighbor's responses to such threats, as 38% of them report either "almost all," "many," or "some," compared to 64% of urban residents. The regional data are similar (See Graph 7 below).

**Graph 7. Neighbors' voting choice can be coerced at least some of the time**



Lastly, respondents were asked their opinion of the practice of threatening or bribing to get votes. Most people said they don't like it (59%). Another 29% said it's a serious problem that needs to be addressed. Another 9%, however, said it isn't something they care about or it's an unimportant matter. Only 2% said it seems normal and acceptable and another 1% said they don't know or it's difficult to answer. Rural residents are slightly more likely than their urban counterparts to care about the issue of coercion in elections. In the regions, 18% of Akhaltsikhe residents reported they don't care and 15% in Borjomi. Among those who said "I don't like it" — Kutaisi and Telavi residents were well-above the average at 71% each. Responses from other regions are close to the average for the sample.



## Freedom of Information

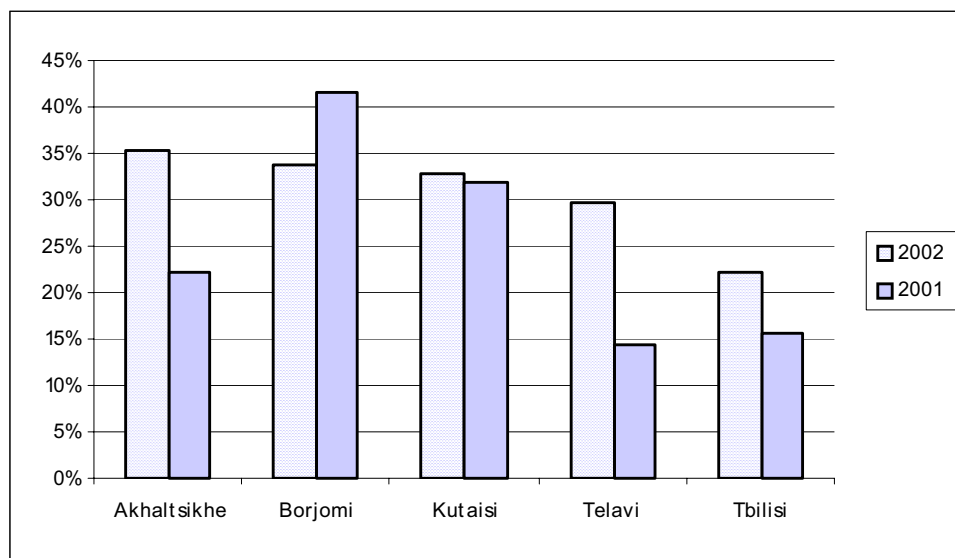
Given the importance of the freedom of information legislation, we asked respondents if they had ever heard about special legislation passed during the last two years giving citizens significantly more rights to obtain government information (Question 58), and if so, from what source did they hear about it (Question 59).

We hope this information will be helpful in how to target information to a particular audience in each region. It also shows the importance of the television public service announcements currently being broadcast.

More than 1 in 4 respondents reported having heard about the

legislation (28% up from 22% in 2001). Unlike 2001 results, rural and urban residents reporting were very close: rural 26% in 2002 and 24% in 2001; urban 28% versus 21% in 2001. Like 2001 results, Tbilisi residents are well below the average in being aware of this legislation (22% compared to 28% average). Georgians fared far better (32%) than ethnic minorities: Armenians 20%, Azerbaijanis 8%, and others 16%. Those respondents who work for state organizations are most likely to be aware of FOIA (38%).

**Graph 8. Heard about freedom of information legislation by region**



The 332 respondents who reported awareness of the legislation were asked from what source they received the information. They mostly reported they had obtained the information from television (218 or 66% of those with knowledge). Another 69 respondents reported reading about the freedom of information legislation in newspapers (21%), while another 6% each heard about it from friends and relatives or from a government agency. These results are much the same as in 2001 with a slight increase in reliance on television (60% in 2001) and decrease in newspapers (24%). What seems more interesting is the lower percentage of Tbilisi residents who reported having the information from a newspaper (12%) compared to respondents in Akhaltsikhe (19%), Borjomi (17%), Kutaisi (29%) and Telavi (39%). Rural residents are more likely to have received the information from newspapers (28%) and less likely from television (55%) compared with their urban counterparts (17% from newspapers and 71% from television).

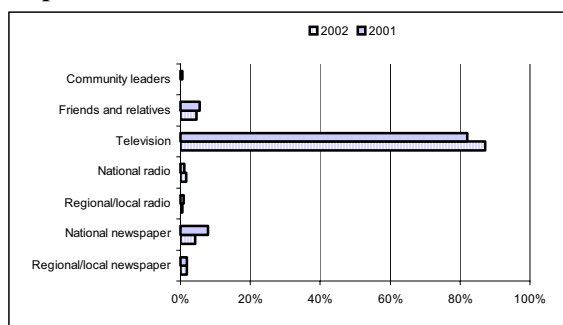
## Sources of Information about Government

These last comments are with regard to sources of information about government. Programs designed with special audiences must be aware of how such audiences obtain their information - in Georgia, the population as a whole reports television as its' primary source for government information. In the regions, the percentage of residents getting their national news from television ranged from a high for Tbilisi (93, up from 88%), followed by Akhaltsikhe (86% up from 59%), Kutaisi (86% up from 81%),

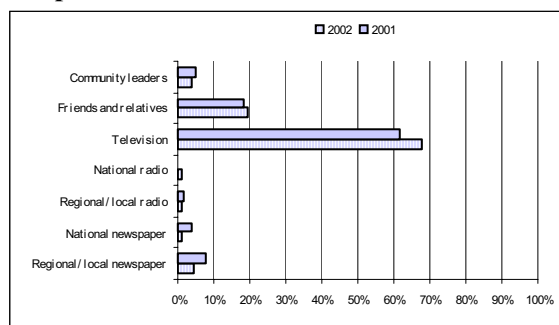
Telavi (80% same as 2001) and Borjomi (74% down from 81% each). Ethnic minorities (ranging from 7 to 14%) are more likely to rely on friends and relatives compared with Georgians (3%).

Television is so popular in Tbilisi that only 1% of its residents, down from 4% in 2001, report a national newspaper as their main source for news on national government's activities. This is compared to other regions, where a higher percentage of respondents report the same: Telavi 11% (up from 9%), Borjomi and Kutaisi 7% (down from 14% each), and Akhaltsikhe 2% (down from 9%). The percentage of rural residents reading a national newspaper (6% down from 10%) is higher than urban residents (3% down from 7%).

**Graph 9. National Government Activities**



**Graph 10. Local Government Activities**



Similar patterns as those described above are seen with regard to respondents' main source of information on *local* government's activities. Most reported obtaining such news from television (68% up from 62%). A higher percentage of respondents reported friends and relatives as their main source (19.5% compared to those reporting friends and relatives as a main source for national government's activities (4.5%). Only 4% of respondents said local or regional newspaper (down from 8% in 2001) and another 4% (down from 5%) reported community leaders as a main source of information on local government's activities.

One interesting result from the ethnicity groupings with regard to local information sources comes from the Azerbaijani respondents of whom 42% said friends and relatives and only 34% said television. The poorer respondents selected friends and relatives more often than their wealthier counterparts. Again, much of this survey data reflects the need for activities like the television public service announcements currently being broadcast and those in the process of being made.

## ANNEX 1: SURVEY INSTRUMENT

[Note: Questions that are new are in **boldface**; while questions that were dropped from the baseline instrument can be seen with ~~striketrough~~ typeface. Changes are denoted using the same method.]

Questionnaire is coded

Questionnaire is entered # \_\_\_\_\_

### IPM-GEORGIA (INSTITUTE FOR POLLING AND MARKETING)

#### *Survey questionnaire*

Tbilisi, 2002, September. Tel: 997214

#### ***The Interviewer should read the following text to each respondent:***

Hello, I am . . . . . from the Institute for Poling and Marketing.

We want to improve the functioning of government agencies in Georgia, and we need your help. We can achieve this ambitious goal only if a large number of people like you give us specific information. If you think this is a good goal, I hope you will help, even though we have a long way to go. The information you give us will be treated confidentially and your name will not be printed or used in any documents. All respondents will have a code number and the data will be averaged with that of other respondents. The questions are asked in a standardized and structured manner. This ensures that all respondents understand and respond in the same way. If you still do not feel comfortable answering any question for any reason, we would prefer you to tell us you don't want to answer it.

**Interviewer Instructions: Fill out the following table before meeting the respondent. Ask for telephone number at the end of the interview and say that my director calls a few of the people we interview to see that all went well. If my director selects this interview form, would you be willing to be phoned? If so, may I please have your name and telephone number?**

<b>Respondent Name (if consent given)</b>	<b>Address</b>	<b>Telephone Number (if consent given)</b>

Interviewer's code and signature: \_\_\_\_\_

**City code** \_\_\_\_\_

Date of Interview: . . . / . . . / . . .

Interview started at : . . . : . . .

Interview finished at: . . . : . . .

Interview Duration: . . . . .

NOTE TO INTERVIEWER: USE THE FOLLOWING CODES

<b>DON'T UNDERSTAND :</b>	<b>66</b>
<b>REFUSED TO ANSWER:</b>	<b>77</b>

<b>NOT APPLICABLE TO RESPONDENT</b>
-------------------------------------

<b>88</b>
-----------

Q1. Do you think that generally speaking, people should have equal rights under the law, regardless of position (state official or ordinary citizen)?

Yes	1
No	2
Don't know / difficult to answer	99

Q2. Do you think that at the present time people generally are treated equally by the state, or do some people have special privileges just because of their position? **(Check one.)**

1. All citizens are treated equally, regardless of position.
2. Some people have special privileges because of their position.

Q3. Do you think that overall the law and the legal system in Georgia function: **(Check one, Show card #1)**

1. Very effectively
2. Somewhat effectively
3. Somewhat ineffectively
4. Very ineffectively.
99. Don't know / difficult to answer

Q4. Is the overall legal system in Georgia: **(Check one, Show card #2)**

1. very beneficial to you and your family - helps you in your business, employment, dealings with other people
2. somewhat beneficial to you and your family
3. irrelevant to you and your family
4. somewhat problematic for you and your family
5. very problematic for you and your family

*Interviewer: Please use the government agency list to code the following responses in the field after the interview.*

Q5. Which government agencies or offices do you think are "most important" to you personally? **(Maximum three answers/ specify)**

- a) \_\_\_\_\_
- b) \_\_\_\_\_
- c) \_\_\_\_\_

**1. None of them**

**99. Don't know / difficult to answer**

Q6. Which government agencies or offices do you think are "most important" for the future of Georgia as a nation? **(Maximum three answers/ specify)**

- a) \_\_\_\_\_
- b) \_\_\_\_\_
- c) \_\_\_\_\_

**1. None of them**

**99. Don't know / difficult to answer**

~~Q7. Which government agencies or offices do you think are performing the best, relative to other agencies? **(Maximum two answers/ specify)**~~

- ~~- a) \_\_\_\_\_
  - b) \_\_\_\_\_~~

~~**1. None of them**~~

**99. Don't know / difficult to answer**

Q8. Which government agencies or offices do you think are performing most poorly, relative to other agencies? (**Maximum two answers/ specify**)

- a) \_\_\_\_\_  
b) \_\_\_\_\_

**1. None of them**

**99. Don't know / difficult to answer**

Q9. Which government agencies or offices do you encounter most frequently in your daily life? (**Maximum three answers/ specify**)

- a) \_\_\_\_\_  
b) \_\_\_\_\_  
c) \_\_\_\_\_

**1. None of them**

**99. Don't know / difficult to answer**

**I will now ask you a series of questions concerning your opinions of government agencies and your experiences with government agencies. For most of these questions, we don't need to know which particular agency you are discussing, but if you want to tell us, that is fine.**

Q10. Imagine that you should go to one of the government agencies you think is performing *relatively well* and apply for a permit or some documentation or a service. You have never applied for this before. Would you: (**Check one, Show card #3**)

1. Find someone you know outside the government who has applied before and ask that person to help you with the application process.
2. Go to the government agency and find a friend who works inside the agency and ask that friend to help you with the application process.
3. Try to pay or give a favor to working in the agency and get him/her to help you with the application process.
4. Try to figure out and then complete the application process without special help.
5. Pay a lawyer or consultant to apply for you.
6. Not apply and just work without the permit or live without the documentation or the service.

**99. Don't know / difficult to answer**

Q11. Have you actually been in this situation within the last year?

Yes	1	<b>Continue</b>
No	2	<b>Go to Q13.</b>

Q12. If so, was it successfully resolved?

Yes	1
No	2
More or less successfully	3

Q13. Imagine instead that you should go to one of the government agencies you think is performing *relatively poorly* and obtain a permit or some documentation or a service. You have never applied for this before. Would you: (**check one, Show card#3**)

1. Find someone you know outside the government who has applied before and get them to help you.
2. Go to the government agency and find a friend who works inside the agency and ask that friend to help you with the application.

3. Try to pay or give some other favor to someone working in the agency and get him/her to help you with the application.
4. Try to figure out and then complete the application without special help.
5. Pay a lawyer or consultant to apply for you.
6. Not apply and just work without the permit or live without the documentation or the service.

**99. Don't know / difficult to answer**

Q14. Have you actually been in this situation within the last year?

Yes	1	<b>Continue</b>
No	2	<b>Go to Q16.</b>

Q15. If so, was it successfully resolved?

Yes	1
No	2
<b>More or less successfully</b>	<b>3</b>

Q16. Imagine that you need some information from a government agency where you do not know anyone. Which one of the following options best reflects what you would do? (**Check one, Show card #4**)

1. Phone the agency and talk to someone about how to find and obtain the information
2. Visit the agency and read written instructions on how to find and obtain the information.
3. Connect electronically to a website and use it to obtain the information.
4. Pay someone else like a lawyer or an expert to do this for you.
5. Find a friend who will help you.

**99. Don't know / difficult to answer**

Q17. Have you actually been in this situation within the last year?

Yes	1	<b>Continue</b>
No	2	<b>Go to Q19.</b>

Q18. If so, was it successfully resolved?

Yes	1
No	2
<b>More or less successfully</b>	<b>3</b>

Q19. Imagine that you have applied for a permit from a government agency, and a low level official has told you that you cannot have the permit. You think he/she is mistaken. Which of the following options would you use to have this decision changed? (**Check one, Show card #5.**)

1. Have your complaint heard by a higher level official at that same government agency.
2. Have your complaint heard by the president or by the parliament.
3. Have your complaint heard by the court.
4. Find a friend who will help you.
5. I just simply have to accept the decision of the low-level official.

**99. Don't know / difficult to answer**

Q20. Have you actually been in this situation within the last year?

Yes	1	<b>Continue</b>
No	2	<b>Go to Q22.</b>

Q21. If so, was it successfully resolved?

Yes	1
-----	---

No	2
<b>More or less successfully</b>	<b>3</b>

Q22. Under the law, do you have a right to attend an open session of collegial government agency such as a local government council? **(Check one, Show card #6)**

**(Note: collegial government agency means a state or local government agency, where decisions are jointly made or drafted by more than one public servant. Such decisions are made or drafted at the agency sessions.)**

1. Yes, everyone can attend an open session of collegial government agencies.
2. Maybe, if I have an invitation or special permission from the relevant government agency.
3. No, only journalists can attend an open session of collegial government agencies
4. No, only journalists who have been invited can attend a session of collegial government agencies.

**99. Don't know / difficult to answer**

Q23. Have you ever attended a session of any collegial government agency?

Yes	1
No	2

Q24. Under the law, a government agency can close a session (which means only government officials can attend) under special circumstances. If you are interested in the outcome of closed government session, which of the following options would you prefer: **(Check one, Show card #7)**

1. Ask questions of someone I know who was at the session.
2. Ask questions of a government official from the relevant government agency.
3. Obtain a written summary from the relevant government agency.
4. Learn about the session from the newspapers, radio or television.

**99. Don't know / difficult to answer**

Q25. During any of the last three elections, has anybody tried to force you or someone you know to vote for one candidate rather than another, for example, by threatening to take away employment or property or by threatening to harm a family member's reputation?

Yes	1
No	2

Q26. During any of the last three elections, has anybody offered to pay or reward you or someone you know to vote for one candidate rather than another?

Yes	1
No	2

Q27. How many people in your village/town/city would vote the way requested because of such threats or payments? **(Check one, Show card #8)**

1. All of them
2. Almost all.
3. Many
4. Some
5. Only a few
6. Almost nobody
7. Nobody

**99. Don't know / difficult to answer**

Q28. What do you think about such forcing or paying for votes? **(Check one, Show card #9)**

1. It seems normal and acceptable to me.
2. I don't like it.
3. I don't care about it or it's unimportant to me.
4. It is a serious problem that needs to be addressed.

**99. Don't know / difficult to answer**

Q29. Have you ever been stopped by the police or security forces while traveling within Georgia?

Yes	1	<b>Continue</b>
No	2	<b>Go to Q32.</b>

Q30. If yes, did they demand to inspect the contents of your car?

Yes	1
No	2

Q31. Did they demand that you prove ownership of things in the car?

Yes	1
No	2

Q32. Do you think police demands to inspect and to prove ownership are reasonable?

Yes	1
No	2
It depends on the circumstances	3

Q33. Do you think the police have the right to make these kinds of demands?

Yes	1
No	2
<b>Don't know / difficult to answer</b>	<b>99</b>

Q34. When the police detain a person, does the person have a legal right to help from a lawyer while detained?

Yes	1
No	2
<b>Don't know / difficult to answer</b>	<b>99</b>

Q35. What do you think, how many detained persons are actually using this right in fact? **(Check one, Show card #10)**

1. All of them
2. Most of them
3. More than half
4. Half of them
5. Less than half
6. Very few
7. Nobody

**99. Don't know / difficult to answer**

Q36. Are you regularly attending religious services?

Yes	1
No	2



Q37. Who has the legal right to decide your religious beliefs, you or the state? **(Check one.)**

**(Interviewer: Do not read out responses)**

1. Myself
2. The state
3. Both Myself and the state

**99. Don't know / difficult to answer**

Q38. Do you think that followers of different religions are protected equally by the law in Georgia?

**(Interviewer: Do not read out responses)**

Yes	No	Don't care	<b>Don't know / difficult to answer</b>
1	2	3	99

Q39. Do you think that followers of different religions are protected equally in reality? **(Interviewer: Do not read out responses)**

**(Interviewer: Do not read out responses)**

Yes	No	Don't care	<b>Don't know / difficult to answer</b>
1	2	3	99

Q40. Do you think that TV and newspapers can legally broadcast and publish any news they learn?

Yes	1
No	2
It depends on the circumstances	<b>3</b>
<b>Don't know / difficult to answer</b>	99

Q41. Do you know if journalists are required by law to explain how they got the information they report – that is, if it came from a particular person, do they have to report from whom? **(Check one.)**

1. Yes, I know that the law says they are required to explain who gave them information.
2. Yes, I know that the law says they do not have to explain who gave them information.

**99. Don't know / difficult to answer**

Q42. In generally, if you were stopped or called by the police and asked to give information about some event, would you **(check one, Show card #11 )**:

1. cooperate willingly
2. cooperate somewhat willingly
3. cooperate somewhat unwillingly
4. cooperate unwillingly
5. refuse to cooperate at all
6. It depends on the circumstances

**99. Don't know / difficult to answer**

Q43. Do you, as a witness, have a legal right to have a lawyer's help?

Yes	1
No	2
<b>Don't know / difficult to answer</b>	99

Q44. Would you ask if you could have a lawyer with you while you talk to the police (assuming you could afford one or could get some free help)?

Yes	1
No	2
It depends on the circumstances	3
<b>Don't know / difficult to answer</b>	99

Q45. If a husband uses physical violence against his wife, do you think he should be punished by the state?

Yes	1
No	2
It depends on the circumstances	3
<b>Don't know / difficult to answer</b>	99

Q46. Do you think that the wife has any legal rights to protection from physical violence used by her husband?

Yes	1
No	2
It depends on the circumstances	3
<b>Don't know / difficult to answer</b>	99

~~Q47. Would your answers change if the wife was physically violent against the husband?~~

<del>Yes</del>	<del>1</del>
<del>No</del>	<del>2</del>
<del>It depends on the circumstances</del>	<del>3</del>
<del><b>Don't know / difficult to answer</b></del>	<del>99</del>

Q48. If your son or brother were accused of driving while drunk, how would he be treated by the police compared to the son or the brother of a high-ranking government official? **(Check one, Show card #12)**

1. treated much better
2. somewhat better
3. the same
4. somewhat worse
5. Much worse

Q49. If your son or brother were accused of driving while drunk, how would he be treated by the courts compared to the son or the brother of a high ranking government official? **(Check one, Show card #12)**

1. treated much better
2. somewhat better
3. the same
4. somewhat worse
5. much worse

Q50. Do you know anyone – a neighbor, a colleague from work, a friend, a family member - who was beaten or tortured by any public authorities while detained?

Yes	1
No	2

Q51. Do you think that the police have the right to torture or beat a detained person in any circumstance?

Yes	1
No	2
It depends on circumstances	3
<b>Don't know / difficult to answer</b>	99

Q52. Can you remember any time in the past three years hearing in the media about a court case where someone complained about something a state agency or official had done?

Yes	1	<b>Continue</b>
No	2	<b>Go to Q54.</b>

Q53. If yes, did the person with the complaint get a satisfactory outcome from the state?

Yes	1
No	2
More or less successfully	3
<b>Don't know / difficult to answer</b>	99

Q54. If a government agency has information in its files and records about you, we call that "personal information". Is it true that the law of Georgia allows you to obtain from government agencies information they have in files specifically about yourself?

Yes	1
No	2
<b>Don't know / difficult to answer</b>	99

Q55. Is it **a fact** that the law of Georgia allows government agencies to give personal information about you to other people or organizations?

Yes	1
No	2
It depends on the circumstance	3
<b>Don't know / difficult to answer</b>	99

Q56. We define "official information" to be information about official government activity or matters. **Do you think the willingness of government agencies to provide official information has changed during the last year?** ~~Based on what you hear in the course of everyday life from the media and from your acquaintances, how has the willingness of government agencies generally to provide official information changed during the last year?~~ **(Check one, Show card #13)**

1. Increased a lot
2. increased a little
3. No change
4. Decreased a little
5. Decreased a lot
- 99. Don't know / difficult to answer**

Q57. ~~Based on your own experiences or those of close family members,~~ Do you think that the willingness of the courts to uphold individual rights ~~over~~ **where they conflict with the** interests of the state has improved during the last year? **(Check one, Show card #14)**

1. significantly.
2. very much.
3. somewhat.
4. a little.
5. not at all
6. Have not such experience
- 99. Don't know / difficult to answer**

Q58. Have you heard about special legislation passed during the last two years, legislation that gives all citizens significantly more rights to obtain government information?

Yes	1	<b>Continue</b>
No	2	<b>Go to Q60.</b>

Q59. If yes, please indicate any and all of the possible means by which you heard about this law:  
(**Multiple answer, Show card #15**)

1. Seminars and meetings
2. Newspaper articles
3. Radio shows
4. TV programs
5. Specialized reports or publications
6. Discussions with friends and relatives
7. From a government agency

**99. Don't know / difficult to answer**

**Please read the following paragraph that summarizes the special legislation. (Show card #16).  
Afterward I will ask you some questions about it.**

*There is a new law in Georgia that was adopted to make the government more accountable to the people. Under this law, before any part of the government makes decisions about the use of property, issues licenses or permits, or makes other decisions affecting individuals or businesses, it must inform the interested citizens and given them the opportunity to comment on the decision. The government body has to make its decision public and give its reasons if asked. Citizens who disagree with the decision have the right to appeal to court, and if the government body did not follow the new law in making its decision, the court can overturn the decision. The new law also requires the government to make public most of the information it has about how it makes decisions, and gives every citizen the right to have access to most of the information the government has in its files. This part of the law is often called the "Freedom of Information" Act or Law.*

Q60. Please choose from the statements below the one that best describes your expectations about whether this new law will improve government functioning: (**Check one, Show card 17**)

I expect no change at all in government functioning due to this reform,	1
I expect insignificant change in government functioning due to this reform	2
I expect that change will be very slow but positive - the next generation will see the benefits.	3
I expect that change will be moderate and positive - we will see benefits within 10 years.	4
I expect that change will occur quickly - we will see benefits of this reform within 2 years.	5
<b>I don't understand the law/don't know</b>	<b>6</b>

Q61. Can you name a government agency that you think **provides requested information in an honest way?** ~~or will be particularly supportive of the Freedom of Information law and regularly and consistently disclose most of the information they hold?~~ (**Specify**)

\_\_\_\_\_

**1. None of them**

**99. Don't know / difficult to answer**

Q62. Can you name a government agency that you expect will not support the Freedom of Information law that will not disclose information but instead ignore the law? (**Specify**)

\_\_\_\_\_

**1. None of them**

**99. Don't know / difficult to answer**

Q63. Imagine that it's up to you to decide if nationality (ethnicity) should be indicated on the ID card of Georgia citizens. Would you: *(Check one, Show card 19.)*

1. Indicate it, because representatives of other nationalities (ethnicities) should not have the equal legal rights in Georgia.
2. Indicate it, because it is important to you to know what is the nationality (ethnicity) of a person with whom you are going work or live.
3. Do not indicate it, in order to avoid any discrimination of persons based on their nationality (ethnicity).
4. Do not indicate it, because there should be no difference in legal status of representatives of different nationalities (ethnicities) in Georgia.
5. Indicate it, for just to be stated.

**99. Don't know / difficult to answer**

Other (specify) \_\_\_\_\_

Q64. What is your main source of information on the national government's activities?

1. Regional/local newspaper
2. National newspaper
3. Regional/local radio
4. National radio
5. Television
6. Friends and relatives
7. Community leaders

Other (specify) \_\_\_\_\_

Q65. What is your main source of information on the local government's activities?

1. Regional/local newspaper
2. National newspaper
3. Regional/local radio
4. National radio
5. Television
6. Friends and relatives
7. Community leaders

Other (specify) \_\_\_\_\_

Q66. Do you think that sisters and brothers should have equal rights in inheritance?

Yes	1
No	2
<b>Don't know / difficult to answer</b>	<b>99</b>

Q67. Do you think that the law on inheritance gives equal rights to sisters and brothers?

Yes	1
No	2
<b>Don't know / difficult to answer</b>	<b>99</b>

**Q68. Under the law, do husbands and wives have equal rights during a divorce?**

Yes	1
No	2
<b>Don't know / difficult to answer</b>	<b>99</b>

**Q69 Think about all the people you know who have been through divorce court.**

**69a. Do you discern a pattern in the way men & women are treated by the court with regards to custody?**

<b>I discern no difference</b>	<b>1</b>
<b>Men are treated better</b>	<b>2</b>
<b>Women are treated better</b>	<b>3</b>
<b>I know no one who has been to divorce court</b>	<b>4</b>

**69b. Do you discern a pattern in the way men & women are treated by the court with regards to property?**

<b>I discern no difference</b>	<b>1</b>
<b>Men are treated better</b>	<b>2</b>
<b>Women are treated better</b>	<b>3</b>
<b>I know no one who has been to divorce court</b>	<b>4</b>

**Q70. Should husbands and wives have equal rights to property during a divorce?**

Yes	1
No	2
<b>Don't know / difficult to answer</b>	<b>99</b>

**Q71. Should husbands and wives have equal rights to custody during a divorce?**

Yes	1
No	2
<b>Don't know / difficult to answer</b>	<b>99</b>

***b) Demographic information about the respondent.***

**D1. How old are you? \_\_\_\_\_ (Interviewer: please estimate age if respondent refuses to answer)**

**D2. Gender: (Interviewer: Record gender, do not ask)**

1. Female
2. Male

**D3. What is your ethnicity?**

1. Georgian
2. Armenian
3. Azerbaijani
4. Abkhaz
5. Ossetian
6. Russian
7. Turkish
8. Greek

**Other (Specify) \_\_\_\_\_**

**D4. What is your highest level of completed schooling?**

1. Primary School
2. Incomplete Secondary School
3. Secondary School
4. Professional-Technical Education
5. Incomplete Higher Education

6. Higher Education

D5. What is your work status?

1. Employee
2. Self-employed
3. Part-time employed
4. Housewife
5. Unemployed
6. Disabled
7. student
8. Pensioner

D6. In which sector do you work (*Check one, Show card 20*)

1. Agriculture/farming
  2. Mining/quarrying
  3. Processing industry
  4. Electricity, gas, water
  5. Construction
  6. Trade
  7. Transportation/storage & communication
  8. Finance, insurance, building rental business, land, and service company
  9. Community, social, and individual
  10. State organization
- Other (*Specify*) \_\_\_\_\_

D7. Please select the range in which your monthly family income falls. (*Check one, Show card 21*)?

1. 0-50 GL
2. 51-100 GL
3. 101-200 GL
4. 201-500 GL
5. 501 and more GL

**Thank you for interview!**

**Post-Interview Information**

*This part should be filled out by the surveyor after the interview.*

Finish Time: \_\_\_\_:\_\_\_\_

A1. Overall, would you say that the respondent's reaction **to the interview** was positive?

1=very negative                      5=very positive

(1)              (2)              (3)              (4)              (5)

A2. Overall, how sincere did the respondent seem to be in his/her answers?

1=very insincere                      5=very sincere

(1)              (2)              (3)              (4)              (5)

A3. Could the respondent read the show-cards?

1. Yes
2. No

## **ANNEX 2: SURVEY METHODOLOGY**

The baseline survey was conducted by the Institute for Polling and Marketing (IPM) in October 2001 with 35 interviewers and 4 supervisors. IRIS provided IPM with a survey instrument in both English and Georgian. As a check, the instrument was re-translated from Georgian to English by IPM and compared with the original English version. It was also translated and back-translated from Georgian into Russian and Armenian. The survey instrument consists mostly of closed-ended questions and required an average of 33 minutes per interview.

The 2002 survey was also conducted by IPM with 41 interviewers and 4 supervisors from 12-25 September 2002. The average time per interview was 30 minutes. The same survey instrument was used with some minor changes:

- Q6, Q7, Q8, Q47 and Q62 were cut out from the initial questionnaire based on experience with the baseline survey in 2001;
- Q56 and Q57 were simplified based on comments from 2001 respondents and interviewers;
- Q68, Q69a, Q69b, Q70 and Q71 were added. These questions pertain to the rights of men and women during cases of divorce. Responses should add to our understanding of gender issues within the legal system.

### **Sample Design**

Any survey is only a sample of a population. To ensure that information from the survey accurately represents the population overall rather than narrow groups within the population, IRIS and IPM worked to include an appropriate mix of men and women, urban and rural residents, as well as including some ethnic minorities. To ensure that the information gathered is unbiased, respondents were selected randomly rather than by any means of pre-identification. In the language of survey methodology, a multi-stage random sample design was applied.

We applied the same sampling methodology as was used in the baseline survey to select 1000 people for interviews. In addition, due to a lack of ethnic minority representation in 2001 data, an additional 200 interviews with ethnic minorities were conducted. As a result, only non-Georgian villages were added to the initial sample. Additionally, a small number of interviews were added to the towns in order to keep the rural/urban specified quota.

At the first stage, the number of interviews to be conducted in each of the five regions was determined. Given the relatively large size of Tbilisi's population, the number of interviews in and around Tbilisi were distributed in proportion to the square root of the estimated number of population aged 18 and over, whereas distribution of interviews in all other areas were done in proportion to the population aged 18 and over. Interviews to be conducted within the city of Tbilisi were distributed in its 10 districts proportionally to the population of each district.

At the next stage, "sampling points" were chosen within each area. Sampling points include specific villages near to the 5 chosen cities, the 10 districts inside Tbilisi, and the remaining four small cities. The villages were chosen randomly from surrounding areas. Selection of respondents within each sampling point was made by applying a Random Route procedure, which is standard to survey methodology. Three starting points were selected per sampling unit, on different sides, so that they were separated from each other as much as they could be. The first household to be selected was closest to the starting point. If there were alternatives, then the first household on the left-hand corner was chosen. The next household was selected using a pre-determined step size: in rural settlements every fifth household (HH), while in urban settings every tenth household. If in any of the selected HH there was no permanent resident, then the neighbor HH was interviewed.



Within the household, respondents had to be citizens of Georgia aged 18 or more. Generally, the person with the most recent birthday was selected from the household to be interviewed, although the following quotas were also taken into consideration:

1. Urban/Rural: Between 62-68% of the sample from urban areas and the rest from rural;
2. Gender: Between 41% and 47% respondents were to be male, with the remainder female;
3. Ethnicity: Between 21-25% were to be ethnic minorities (5-10% of 1000 respondents, plus additional 200 interviews as described above);
4. Employment: At least 30% of respondents were to have full-time employment or self-employment outside of the home.

If the desired respondent was not at home, the interviewer had to visit the same household three times. The repeat visit was made on a different day and at a different time.

### Quality Control

IPM conducted field control in two stages. About 20% of interviews were back-checked: 12-15% by using a special control group to visit the interview sites, 5-8% of interviews by calling respondents by telephone. It should be noted that telephone control was possible mainly in urban settlements. All of the questionnaires were checked and edited at IPM with regard to validity. In order to remove the risk of keying errors, the data were keyed twice. Afterwards, the two databases were compared, appropriate corrections were done and the final database prepared.

## ANNEX 3: ABOUT THE RESULTING SAMPLE

The resulting sample in 2002, as in 2001, is reasonably representative of the population as a whole, given the regions that were chosen to be included. We have noted where applicable cases where the sample is different from 2001 or from the population as a whole. Out of 1,200 face-to-face interviews, 55% were with women and 45% with men, reflecting information from the Statistical Department of Georgian on gender balance of the total population.

### Region and Rural/Urban Distinctions

The following table describes the number of interviews resulting in each geographical location, where the number was chosen as described above so that the sample reflects the relative proportion of the total population living in that location.

**Table 8. Geographical location of interviews**

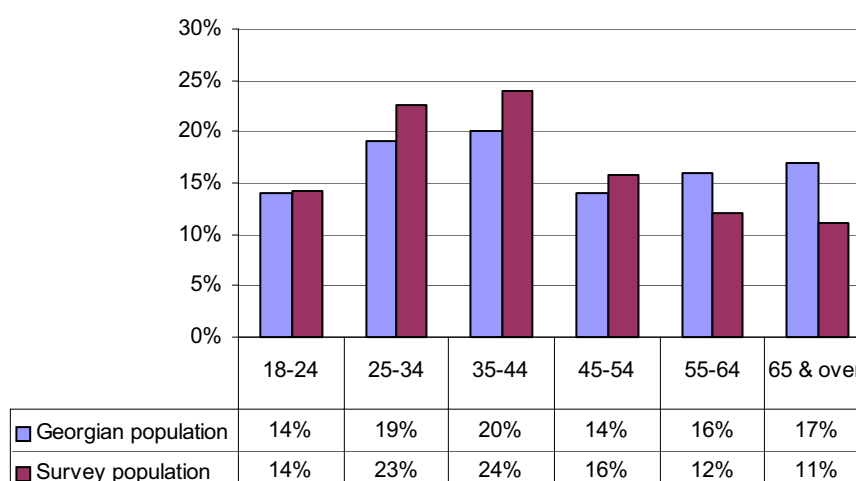
Districts	Town/Village	N of interviews
Tbilisi (588 int.)	c. Tbilisi	416
	v. Sartichala	19
	v. Gachiani	19
	v. Gamarjveba	18
	v. Karajalari	18
	v. Birliki	20
	v. Kvemo Fonichala	20
	v. Nazarlo	20
	v. Kesalo	19
	v. Samgori	19

Kutaisi (207 int.)	c. Kutaisi	176
	v. Qvitiri	16
	v. Gumbrasi	15
Telavi (148 int.)	c. Telavi	41
	v. Shalauri	18
	v. Tsinandali	18
	v. Nafareuli	17
	v. Tetri Tsklebi	17
	v. Gondoli	17
	v. Karajala	10
	v. Djuliani	10
Akhaltsikhe (136 int.)	c. Akhaltsikhe	54
	v. Uraveli	15
	v. Persa	16
	v. Patara pamachi	16
	v. Sxvilisi	11
	v. Sadzeli	11
	v. Ckruti	13
Borjomi (121 int.)	c. Borjomi	62
	v. Tsagveri	14
	v. Tkvbisi	14
	v. Tsikis Jvari	10
	v. Bakuriani	10
	v. Gujarlti	11

## Age

Survey respondents closely approximate the Georgian population in age with the exception of an under sampling of people over the age of 55. This is likely the result of our sample design, which required at least 30% of the sample be employed. Georgian population figures in the graph below were provided by IPM from the Statistical Department of Georgia with the understanding that no census has been completed in ten years and that many changes in the population have resulted from civil war, the Georgian-Abkhazian conflict and migration. The figures, therefore, represent the Statistical Department's estimates.

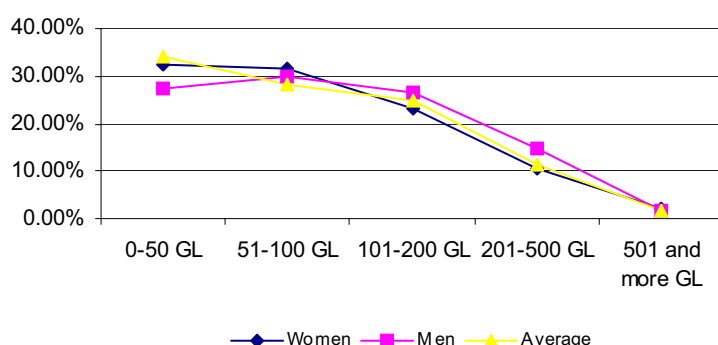
**Graph 11. Age: Comparing survey data and "official" data**



## Income

Women report lower family incomes than men do. In the lowest family income bracket reported by

**Graph 12. Income by gender**



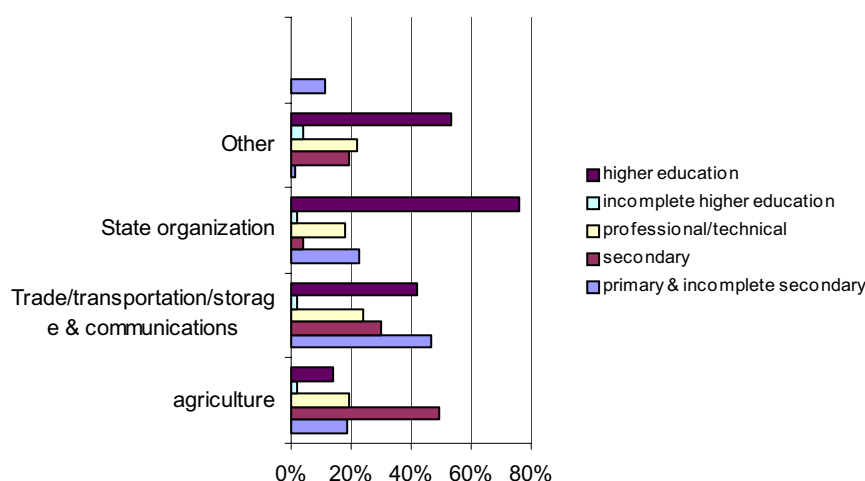
respondents, women report (35%) more often than men (30%) that their family's monthly income is between zero and 50 GL. Women are less likely than men to report family income as being in the upper ranges as seen in the accompanying graph, which shows the average family income compared to the income reported by women and

men respondents. The disparity is less than in 2001.

## Education

Respondents are well educated as a whole with little difference between men and women. Many respondents had completed some higher education (45%) and another 19% have professional or technical degrees. Just over a quarter of the respondents completed a secondary education, while 8% had completed only primary education. According to statistics on the education of the population reported by EIU Viewswire in November 2002, around 30% of adults have a higher education and another 25% have a technical degree.<sup>9</sup>

**Graph 13. Respondents' Education by Work Sector**



The most educated respondents are least likely to work in agriculture, where the majority of respondents with only primary and secondary education are likely to work. Respondents with professional/technical degrees work in all sectors.

With regard to respondents work status in comparison with education,

employed respondents have mostly completed higher education degrees (65%) and another 16% have profession-technical degrees. The unemployed, however, also frequently have such degrees (46%), and another 17% of them have professional-technical degrees. One in five self-employed respondents report having completed higher education (21%) and another 23% of them have professional-technical degrees. The largest single percentage of self-employed respondents has completed secondary education (42%). Housewives have an interesting education background: 30% of them have university

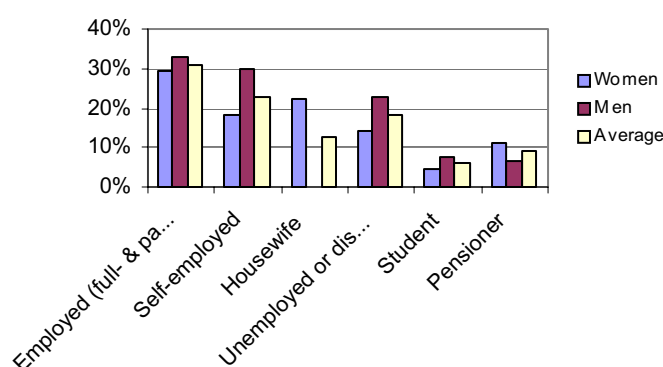
<sup>9</sup> EIU viewswire, 11 November 2002, a publication of the Economist Intelligence Unit.

degrees, another 29% have profession-technical degrees, and a third have completed secondary education. Pensioners, like housewives, have exhibit similar diversity, though fewer have completed university and professional-technical degrees and more of them have only primary education.

## Work Status and Work Sector

Nearly a third of respondents reported being employed outside the home, while 22% were self-employed and 12% were housewives. Nearly one in five reported being unemployed, 9% were pensioners and 6% were students. None of the “housewives” were men. A larger percentage of men were unemployed than of women.<sup>10</sup> According to government of Georgia household surveys conducted using International Labor Organization definitions of employment, the national rate of unemployment in 2001 was about 11%. In rural areas, it is much lower, about 2%, due to subsistence farming and casual labor. Urban unemployment, however, is likely to be around 20% and as high as 25% in Tbilisi.<sup>11</sup>

**Graph 14. Gender and Work Status**



Respondents reported the sector in which they work, with the exceptions of housewives, the unemployed, the disabled, students, and pensioners. This group of exceptions makes up the single largest sector, accounting for 46% of the respondents. Where sector is addressed, this group is referred to as “not employed.” Other sectors were aggregated for reporting purposes based on 2001 categories. The categorizations include: 1) agriculture, 2) state organizations, 3) trade, transportation, and communication, 4) other,<sup>12</sup> and 5) the “not employed”.

<sup>10</sup> Before creating categories of education, work status and work sector, we tested how the different respondent groups performed on the knowledge of legal rights questions. Groups were combined based on logical reasoning if there were no discernible differences among responses to these questions. For example, we combined respondents who completed primary school with those who had not completed secondary school. We did not combine those who had started but not completed higher education with any other group as they did not “match” any other respondent group on the knowledge of law questions. For the same reason, we did not combine self-employed with otherwise employed. We did, however, combine unemployed with the handful of disabled respondents.

<sup>11</sup> EIU viewswire, 11 November 2002.

<sup>12</sup> Other aggregates the following (# of respondents in each): Mining/quarrying (8); processing industry (3); electricity, gas, water (11); construction (4); finance, insurance, building rental business, land, and service company (35); community, social, and individual (31), others specified by respondent (13) for a total of 105.

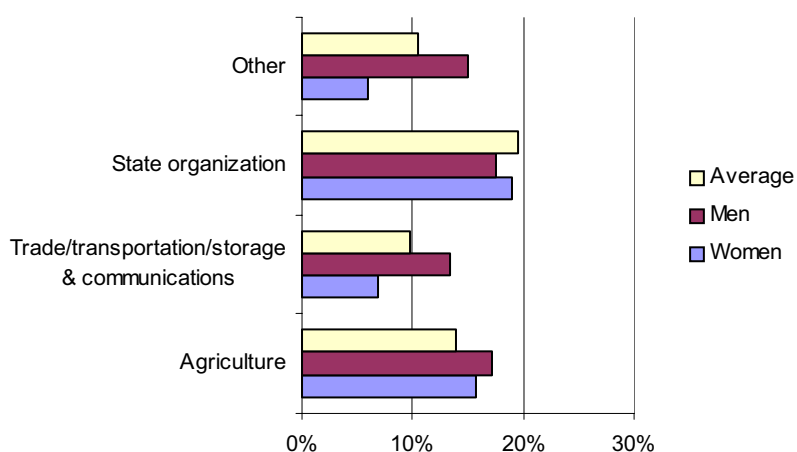
**Table 9. Respondents' work sector**

Work Sector	2002	2001
Agriculture	17%	14%
Trade/transportation/communications	10%	10%
State organization	17%	19.5%
Other	10.5%	11%
Not employed (e.g., housewives, pensioners, etc)	46%	46%

In most of the regions, the respondents clustered around the overall average for each sector, except in three instances. In Kutaisi, 52% of the respondents fall into the “not employed” category compared to 46% on average and only 10% of the respondents work in agriculture compared to 17% on average. The other instance exists in Akhaltsikhe where 35% of the residents fall into the "not employed" category compared to 46% on average. These data ranges are acceptable compared with the overall sample.

Of those respondents who are employed, 17% work at a state organization and another 17% work in agriculture. Women in the sample more often work for the state (19%) or in agriculture (16%), while men are more likely to work in all other sectors.

**Graph 15. Gender and Work Sector**

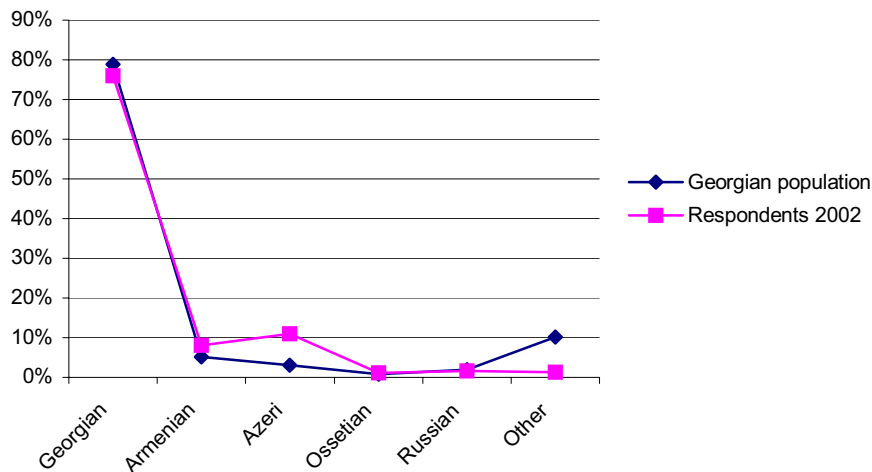


## Ethnicity

The baseline survey (2001) design required that the sample include 5-10% of the interviews with ethnic minorities. The resulting sample included too few ethnic minorities compared to the Georgian population.<sup>13</sup> As a result, in 2002, we added 200 additional interviews solely with ethnic minorities in order for the sample to look more like the population of Georgia (See Graph 16 below).

<sup>13</sup> Georgian ethnic breakdown was the same on the State Department's website (information from 1998) [http://www.state.gov/www/background\\_notes/georgia\\_9811\\_bgn.html](http://www.state.gov/www/background_notes/georgia_9811_bgn.html) and from a popular information website (<http://www.infoplease.com/ipa/A0855617.html>).

**Graph 16. Ethnicity: Comparing 2002 survey data and “official” data**



The 2002 data are more reflective: 76% Georgian; 11% Azerbaijani, 8% Armenian and 4% "other" ethnic minorities (including 14 Ossetians, 19 Russians, 1 Turk, 9 Greek, 3 Aisor, 1 lezid and 2 Jews). The Armenian respondents are mostly from Akhaltsikhe and Kutaisi. Azerbaijanis were mostly in Tbilisi. Georgians and "other" ethnic minorities were distributed among the regions.

With regard to region:

Being alert to where the various ethnic groups are in the survey sample is important to understanding the resulting analysis as there are large pockets of ethnic minorities in Akhaltsikhe and Tbilisi, and not so much so in the other regions, as seen in the table below. The bold text alerts the reader to the "pockets" of ethnic minorities by percent in each region.

**Table 10. Percent of regional residents by ethnic group**

	Akhaltsikhe % (n)	Borjomi % (n)	Kutaisi % (n)	Tbilisi % (n)	Telavi % (n)	Total (n)
Armenian	<b>33.09</b> (45)	8.26 (10)	0 (0)	7.47 (44)	0.68 (1)	100
Azerbaijani	0.74 (1)	0 (0)	0 (0)	<b>20.58</b> (121)	8.11 (12)	134
Georgian	64.71 (88)	80.99 (98)	98.55 (204)	68.20 (401)	85.14 (126)	917
Other	1.47 (2)	<b>10.74</b> (13)	1.45 (3)	3.74 (22)	6.08 (9)	49
<b>Total respondents in each region</b>	<b>136</b>	<b>121</b>	<b>207</b>	<b>588</b>	<b>148</b>	<b>1200</b>

With regard to education:

Armenians are most likely to have completed secondary school (41%), while 21% have only primary education. Azerbaijanis are similar with regard to primary education (22%), but over half have completed secondary school (51%). Only 16% of each of these ethnic groups has completed a university degree. The "other" ethnic minorities group exhibits more variation in that 20% have primary education, 31% secondary, 25% profession-technical degrees and 24% completed university degrees. Georgians have the highest levels of education: 46% have completed university degrees (plus

7% incomplete), 20% with professional-technical degrees, 23% with secondary school and only 4% with primary school.

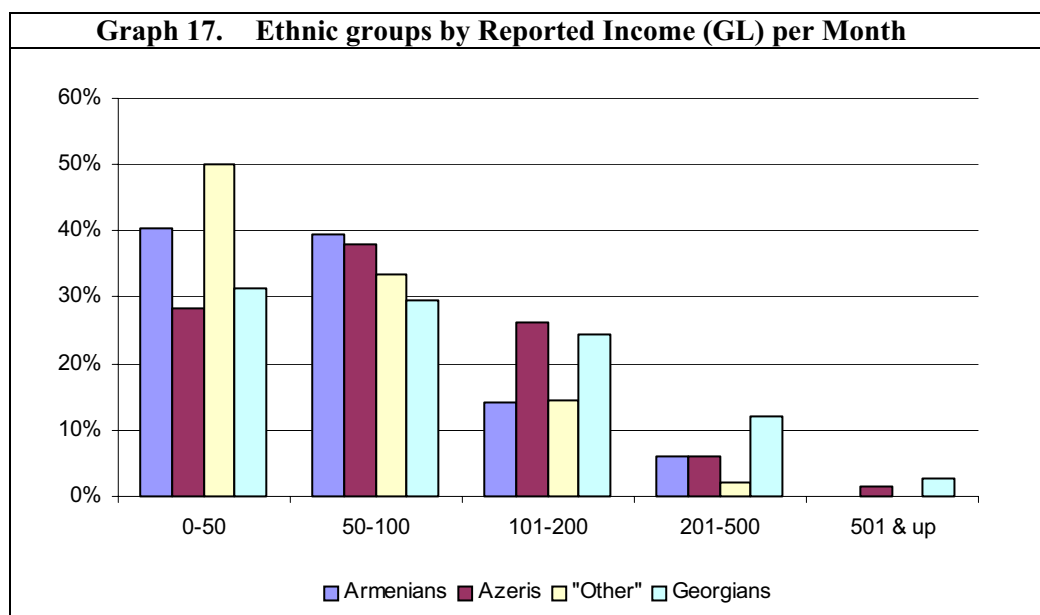
With regard to work status:

One of five Armenians, Georgians, and "other" ethnic minorities are unemployed, while only 7% of Azerbaijanis reported being unemployed. One in five Azerbaijanis is self-employed, 21% are housewives, 17% are employed, 3% pensioners and 2% are students. Armenians report being self-employed (30%) more often than any of the other categories, with another 24% employed, 17% pensioners, 5% housewives and 4% students. "Other" ethnic minorities have a higher percentage of housewives than Armenians at 14%, with 27% employed, 20% self-employed, 14% pensioners (high like Armenians), and 4% students. Georgians are most likely to fall in the "employed" category (36%), with 17% self-employed (the lowest rate among the groups), 12% housewives, 8% pensioners and 6% students.

With regard to work sector:

Nearly half (46%) of the respondents fall into the "not employed" group as housewives, pensioners or students. The range among the ethnic groups is a higher of 53% for the "other" minorities, 47% for Georgians, 46% for Armenians and a low of 33% for Azerbaijanis. Nearly half of Azerbaijanis work in agriculture (48%), another 10% are in trade, 5% work for the state and 4% in other sectors. Nearly one in three Armenians work in agriculture (31%), while another 12% work in trade, 9% for the state and 2% in other sectors. "Other" ethnic minorities less often work in agriculture than Azerbaijanis and Armenians at only 14%, while 18% work in trade, 10% for the state and 4% in other sectors. One in five Georgians reports working for the state, while 13% work in other sectors, 9% in trade and only 11% work in agriculture.

Based on respondents reporting of household income per month, Georgians are the most well off, followed fairly closely by Azerbaijanis, then Armenians and "other" ethnic minorities, half of whom are in the lowest income group.



## Lessons Learned For Future Survey Implementation

This section describes issues and problems IPM faced during implementation of the survey in its various stages.

### *Interviews (Attitudes, Conduct, Refusals)*

According to the interviewers, the majority of respondents appeared very interested in the survey topic and was deeply involved in answering the questions. There were a few cases, however, when the very reason for refusal to participate was the survey topic or when the respondents' reaction to the interview was quite negative. These were an insignificant number of respondents.

Some of the ethnic minorities, mainly Azerbaijanis, demonstrated a negative attitude toward the Georgian interviewers and Georgians in general. Due to other kinds of political tension, there were some police raids on roads in rural Tbilisi that caused delays in reaching the sampled areas. None of the Armenian survey instruments were used, as the Armenian respondents insisted on being interviewed in either Georgian or Russian.

Approximately 80 cases of non-response were registered in total during the fieldwork. The following mainly caused the refusals:

- Unwillingness to participate in any study
- Unwillingness to participate in the current study
- Lack of time
- Language barrier

For all other cases when the interview was not conducted in the selected household reasons were as follows:

- Nobody seemed to live there
- After three calls backs, desired respondent was not at home
- Suitable (according to the quota) respondent was not found

The interviewers reported no cases of interrupted interview.

### *Survey instrument*

As mentioned previously, the average duration of the interview was 30 minutes, but there were cases when interview lasted as long as 55 minutes and as little as 18 minutes. Interviewers reported that well-educated respondents have no difficulty. The overly-long interviews tended to be a result of language and literacy difficulties. In some cases, respondents belonging to one of the ethnic minorities refused to be interviewed in their native language and insisted on the use of Russian (for example), but they were unable to read the show cards, which interviewers then had to read out to them. Due to the interviewers' efforts, no questions were left unanswered.

Based on interviewers' reports, some questions were more frequently problem-laden than others. Table 11 presents the types of problems associated with certain questions.



**Table 11. Problem-related questions**

Questions	Problems
Q5, Q6, Q61	<ul style="list-style-type: none"><li>• Poor awareness of activities of existing government agencies/offices caused respondents' inability to name them.</li><li>• There were cases when respondent named non-governmental organizations or private companies instead of government agencies/offices</li></ul>
Q56, Q57	Low awareness of government agencies/offices, as well as court activities caused respondents' inability to answer.
Q22, Q41, Q43, Q55	Low awareness of laws (questions measuring knowledge).

## ANNEX 4: AWARENESS OF VARIOUS RIGHTS - ADDITIONAL INFORMATION

[Note: some of the information in this section may be repetitive of what is in the main body of this report, but is necessary to understand some of the more detailed information.]

### Awareness of Rights provided by the General Administrative Code

Task Three in the IRIS Workplan focuses on improving the state's implementation of the General Administrative Code. Also, parts of Task One aim to directly increase the public's awareness of rights under the General Administrative Code. While Task Three increases the supply of "administrative rights," Task One should increase the demand, and hopefully, the outcome will be an increased realization of those rights. We intend to use the following questions to track these changes over time.

Questions 10 and 13 ask respondents to think about how they would handle application for a permit or documentation, first to an agency that is performing well and second to an agency that is performing poorly. Ideally, respondents would feel confident enough in an agency to be able to accomplish the application by themselves, without help from others. Bribing or taking the informal route and ignoring the requirement for such a permit or documentation are the worst possible answers from the perspective of rule of law, followed by utilizing a friend inside the agency. We also asked respondents about experiences they had with this type of interaction with the government.

**Table 12. Q 10 & 13: Respondents' actions with government agencies**

Imagine that you should go to one of the government agencies you think is performing relatively (well/poorly) and apply for a permit or some documentation or a service. You have never applied for this before. Would you:	Agency performing well %		Agency performing poorly %	
	2002	2001	2002	2001
1. Find someone you know outside the government	13.2	11.9	12.3	12.5
2. Find a friend inside the agency	30.9	32.9	28.5	35.6
3. Bribe	8.7	5.7	10.5	11.1
4. By yourself	31.4	36.0	24.8	22.9
5. Pay a lawyer/consultant	9.2	6.9	12.8	8.5
6. Go informal	2.7	3.9	5.5	5.7
99. Don't know	4.0	2.7	5.5	3.7

A slight drop from 2001 can be seen in the table above for the most ideal answer for question 10 — the "do it yourself" response.

Georgians scored average across the possible responses, while Armenians scored high with the "find a friend at the agency" option (16%) and low on the ideal (25%). Azerbaijanis reported, more so than others, that they would bribe (23%) someone for a favor. The greater the education, the more likely the respondent was to select "do it yourself." With regard to income, two interesting items: poorer respondents would find a friend in the agency and wealthier respondents would pay a lawyer or consultant.

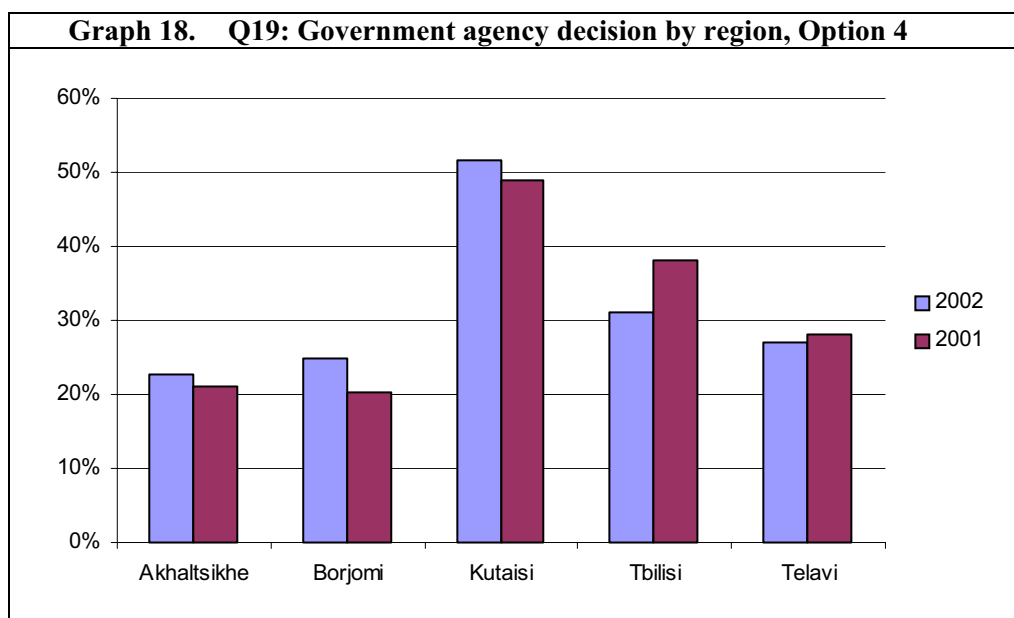
Do it yourself was highly favored in Kutaisi (46%) and Tbilisi (33%), with Borjomi respondents just under the average, but selected by a smaller percentage of Telavi and Akhaltsikhe residents (19% each). Respondents in Telavi and Akhaltsikhe chose to find a friend inside the agency or someone outside with relevant experience. Borjomi residents, it is worth noting, also more often selected to find a friend in the agency than do it themselves (34% versus 30%).

Rural residents more often chose to find a friend inside the agency and less often to do it themselves, compared with urban residents. Bribing also received a higher response from rural residents than urban residents.

Overall, 31% of the sample reported having made such an application in 2001 to a better-performing agency, as described in question 10. Larger percentages had this experience in Tbilisi. A few more men (35 versus 29%) had the experience. The higher the income level, the more likely a respondent would have made application. Azerbaijanis were far below the average (20%) in having such experience. Of the people with this particular experience, 56% considered themselves successful in their endeavor, and an additional 14% considered themselves at least partially successful. Hence, 30% were unsuccessful.

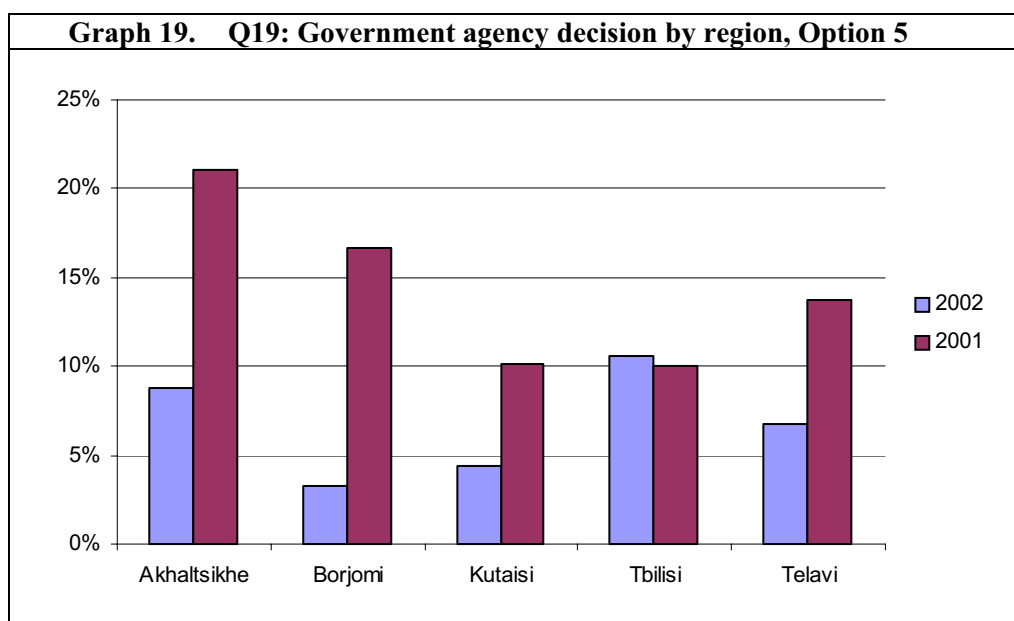
Nearly 60% of both Georgians and Azerbaijanis were successful, while only 39% of Armenians and 41% of other ethnic minorities were successful. Higher income suggests an increase likelihood of success. Two of three Kutaisi and Borjomi residents were successful, just over half of Tbilisi and Akhaltsikhe residents and just over one of three Telavi residents. Nearly half of rural respondents reported success while just over half (59%) of urban respondents reported the same.

Compared to question 10, where the respondent is instructed to consider a government agency that is performing relatively well, aggregate answers to question 13 decreased in the percentage of respondents who would try to apply by themselves and increase in the percentage of respondents who would hire a lawyer, offer a bribe, or go informal, in descending order of occurrence. Only 21% of the sample reports applying to a poorly performing agency, compared to 31% for the better performing agency. A larger percentage of respondents with experience report that they were unsuccessful in their application to a poorly performing agency: 37.5% (question 15) compared to 30% (question 12). More residents of Akhaltsikhe (29%) and Tbilisi (24%) residents applied than did residents of other regions and more urbanites (25%). Of the ethnic groups, Azerbaijanis were the least likely to go to such an agency. Women, more so than men would turn to a friend, while the reverse is true for "do it yourself." Interestingly, state employees and those respondents working in trade are most likely to elect the "do it yourself" option (31-32%).



Unfortunately, as can be seen in Graph 19, a significant number of respondents in 2002 as in 2001, would also elect to find a friend to help them in response to a negative decision from a low level government official. This is the least satisfactory response with regard to the development of rule of

law. The high responses seen above in Kutaisi and Telavi are due to the high percentage of Georgians in these sampled regions electing to find a friend. The same is true for Tbilisi in this case, for while there is a large pocket of Azerbaijanis in Tbilisi, only 10% of the 121 Azerbaijanis reported that they would seek out a friend to help (this can be compared to 18% of Armenian respondents living in Tbilisi).



On a more positive note, respondents in 2002 less often said they would simply accept the decision of the low level official, with the exception of an insignificant increase from Tbilisi respondents (See Graph 19 above). The average across all respondents for electing to accept the decision of the low-level official is 8%, but in Tbilisi, 9% of the Georgian respondents selected this option, as did 14% of the Armenians and 16% of the Azerbaijanis.

Only 16% of the sample had experienced a denied permit within the last year (Question 20). They were more likely to be residents of Akhaltsikhe than elsewhere and more likely to be urban respondents. Of the people who had this experience, 42% had the low level official's decision overturned via an unspecified means, and 19% were partly satisfied. Hence, 38% were unsuccessful. These data are much like the baseline. A relatively large percentage of Kutaisi and Akhaltsikhe residents were successful, whereas a relatively large percentage of Borjomi and Telavi residents were unsuccessful. Urban residents were successful more often than rural residents.

## Awareness of Rights to Information

Both practically and philosophically, the flow of information between citizens and governments crucially determines the course of events in democratic societies. We used the survey to assess some basic characteristics of the present informational flow in Georgia: general awareness of recent legal reforms regarding access to information; expectations about the government's willingness to implement and uphold the reforms; opinions about means of information transmission; and knowledge of specific legal rights pertaining to access and privacy. This section describes the results of these questions in comparison with 2001 results.

One of the knowledge of law questions, number 22, asked about citizen rights to information involved attendance at a collegial government agency session. The percentage of correct answers increased significantly overall. Men were slightly more likely than women to answer this question correctly

(49% versus 43%). While Georgians and Armenians performed about average, more than half of Azerbaijani respondents answered correctly (54%), while only 29% of "other" ethnic minorities answered correctly. Not surprisingly, those respondents with only a primary education fared poorly (35% correct). In the regions, the largest percentage of correct answers came from Borjomi where 2 of 3 respondents answered correctly. Just over half of the respondents from Kutaisi and Telavi answered correctly, while about 40% in Tbilisi and Akhaltsikhe were correct. As in 2001, rural respondents were correct more often than urban (50% versus 43%).

Question 23 asked if the respondent had ever attended a session of a collegial government agency, and 16% of the sample responded yes. Those respondents with only a primary education were least likely to attend, while those working in agriculture and for the state were most likely. One in five rural residents reported having attended a session and only 14% of urban residents, which represents a drop for both compared with 2001 data: 28% and 17% reporting attendance. Interestingly, only 12% of Tbilisi residents have attended a session, while one in four Akhaltsikhe residents have and 28% of Borjomi residents. This is peculiar, as we know that Akhaltsikhe respondents are primarily Georgian and Armenian and they answered the legal knowledge question correctly on average with the rest of the sample, yet a larger percentage of them than average report having the experience of attending a session. Azerbaijanis, in the meantime, were more likely to answer the knowledge question correctly, but appear to rarely have had the experience.

Question 24 asked respondents about their preferred way of gathering information about the outcome of closed sessions. Options and corresponding percentages of the sample were:

**Table 13. Q 24: Closed collegial government agency session**

	<b>2002</b> %	<b>2001</b> %
Ask questions of someone I know who was at the session	43.0	39.4
Ask questions of a government official from the government agency	6.5	8.0
Obtain a written summary from the government agency	6.3	4.8
Learn about the session from the media	35.8	40.0
Don't know	8.5	7.8

Georgians reported relying more on someone they know who was at the session than all other ethnic groups, who are more likely to rely on the media. Tbilisi residents rely on the media more as well, which is also reflected in larger numbers of urban people learning about the session from media compared with rural residents

Question 54 is another "knowledge of law" question specifically related to individual rights to "personal information" under the FOIA chapters. It asks: *If a government agency has information in its files and records about you, we call that "personal information." Is it true that the law of Georgia allows you to obtain from government agencies information they have in files specifically about yourself?*

A significantly higher percentage of respondents answered correctly in 2002 compared to 2001, while fewer said "don't know." More than half of the Georgians in the sample answered correctly, half of the Azerbaijanis, but fewer Armenians (43%) and "other" ethnic minorities (41%) answered correctly. As in many cases, respondents with only a primary school education performed the least well (34% correct). Those respondents working for the state were far more likely to answer correctly (64%) than those in other employment sectors. As in 2001, residents of Kutaisi performed above average (70% correct). Those in Telavi improved greatly (59% in 2002, 35.5% in 2001), while those in Akhaltsikhe made smaller improvements (44% in 2002, 35% in 2001).

Question 55 asks a more difficult knowledge of law question than question 54, and not surprisingly, a smaller percentage answers correctly than for the other two FOI questions. *Is it a fact that the law of Georgia allows government agencies to give personal information about you to other people or organizations?*, and the correct answer is “It depends on the circumstances.” The percentage of correct responses increased from 17 to 21% overall. The higher the respondent's income, the more likely the respondent was to answer correctly (18% correct in the lowest income bracket to 31% in the highest). Just over one in four Tbilisi residents answered correctly while only 8% of Telavi residents did so (where 1 in 2 said "no").

Question 56 addressed respondents' perceptions of government agencies' willingness to provide information. In somewhat a simplified form from the baseline survey, it asked:

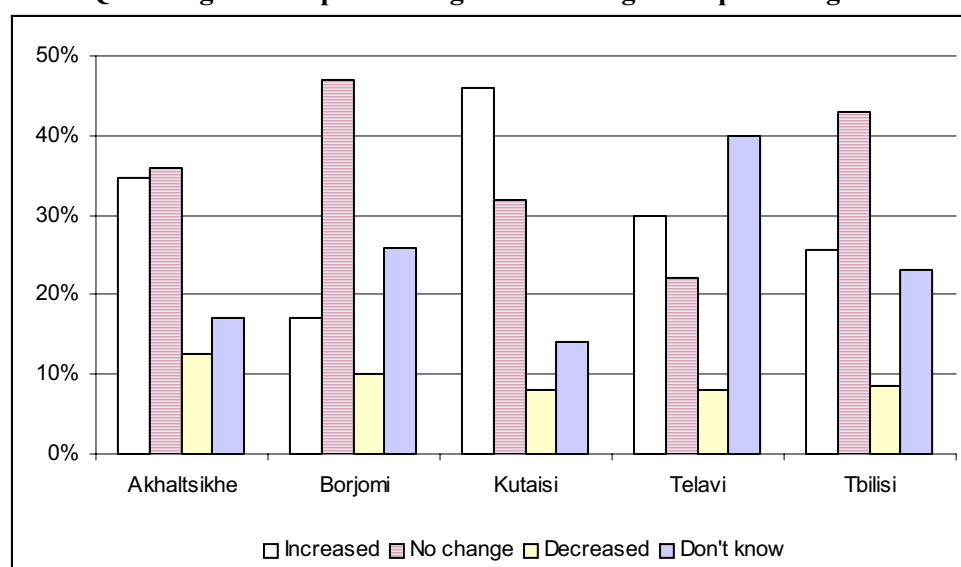
*We define “official information” to be information about official government activity or matters. Do you think the willingness of government agencies to provide official information has changed during the last year?*

Options and corresponding percentages of the sample are shown in Table 14.

<b>Table 14. Q 56: official information</b>	<b>2001 % (slightly different wording)</b>	<b>2002 %</b>	<b>Significant change between years</b>
Increased a lot	4.6	9.8	↑
Increased a little	24.3	20.1	↓
No change	33.9	38.0	↑
Decreased a little	7.9	6.0	
Decreased a lot	5.2	2.9	↓
Don't know	24.1	23.2	

Armenians have the largest "decreased" responses, while Georgians had the most in the "increased" responses. There was an increase in respondents saying "no change" as respondents' income increased (33% in lowest income bracket to 50% in the highest). Among the regions, one can compare the in the following graph where the two "increased" categories have been combined into one and the two "decreased" categories have been combined. Somewhat more positive responses are seen in Akhaltsikhe and Kutaisi, as accounted for by the large Georgian population in the regions sampled.

**Graph 20. Q 56: Regional responses on government agencies providing information**



Question 60 addressed respondents' expectations about the impact of the FOIA code, but before it was asked, each respondent was given a written explanation of FOIA that reads:

There is a new law in Georgia that was adopted to make the government more accountable to the people. Under this law, before any part of the government makes decisions about the use of property, issues licenses or permits, or makes other decisions affecting individuals or businesses, it must inform the interested citizens and give them the opportunity to comment on the decision. The government body has to make its decision public and give its reasons if asked. Citizens who disagree with the decision have the right to appeal to court, and if the government body did not follow the new law in making its decision, the court can overturn the decision. The new law also requires the government to make public most of the information it has about how it makes decisions, and gives every citizen the right to have access to most of the information the government has in its files. This part of the law is often called the "Freedom of Information" Act or Law.

Following the reading of this description, respondents were asked:

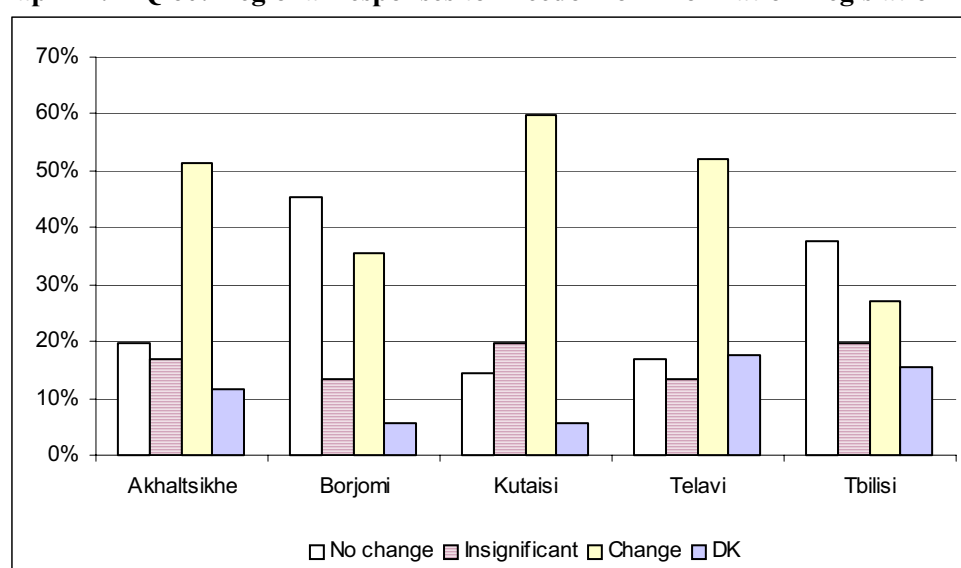
*Please choose from the statements below the one that best describes your expectations about whether this new law will improve government functioning.*

**Table 15. Q60: Freedom of Information Legislation**

	2002 %	2001 %
I expect no change at all in government functioning due to this reform.	29.9	21.6
I expect insignificant change in government functioning due to this reform.	18.0	21.4
I expect that change will be very slow but positive - the next generation will see the benefits.	17.8	21.7
I expect that change will be moderate and positive - we will see benefits within 10 years.	14.6	13.7
I expect that change will occur quickly - we will see benefits of this reform within 2 years.	7.0	5.7
I don't understand the law/don't know	12.7	15.9

In the graph below, the slow, moderate and quick change responses are combined into one "change" category in order to better illustrate regional responses.

**Graph 21. Q 60: Regional responses to Freedom of Information Legislation**



Some differences exist between 2002 and 2001 responses from the regions. In 2001, respondents living in Akhaltsikhe and Borjomi had larger percentages of optimistic answers, while in Telavi, no one chose the “quick” option, less than one percent chose the moderate option, and only 8% chose the “very slow” option. In 2002, Kutaisi, Akhaltsikhe and Telavi respondents are the more optimistic.

Next, respondents were asked in question 61 if they could name a specific agency that they expect would consistently uphold the FOIA chapters. The most popular answer was “don’t know” with 42% of the sample, and “none of them” received another 36%. The media received 4% of the responses and the Ministry of Education 3%. The remaining 17% was spread across over 60 other organizations.

Younger people were more likely to say "don't know" where the range was 43% in the youngest age bracket to 31% in the oldest. Men were more likely to say none (46%) compared to women (39%) and the reverse was true with regard to "don't know" responses. Armenians (48%) and Georgians (43%) said "none" more so than Azerbaijanis and "other" ethnic minorities who tended to say "don't know" (55% and 47% respectively).

With regard to the regions, Borjomi residents gave the most pessimistic answer of "none of the government agencies" (59%), while only one of four Kutaisi residents said none and less than one of three Telavi residents. Nearly half of both Akhaltsikhe and Tbilisi residents (46% each) said none of the agencies. Kutaisi residents gave the most varied responses in that 26% said none and 28% said don't know, where at least 70% of all other residents from the other regions gave one of these two answers. Kutaisi residents also reported that the Ministry of Education (5%) and municipality (5%) provides information in an honest way.

Another question with regard to government agencies (Question 16), asked the following:

**Table 16. Q 16: Obtaining information from a government agency**

Imagine that you need some information from a government agency where you do not know anyone. Which one of the following options best reflects what you would do?	2002 %	2001 %
Phone the agency	17.8	18.9
Visit the agency and read written instructions	40.7	35.6
Connect electronically to website	7.0	6.1
Pay an expert	6.9	4.8
Find a friend	22.8	29.2

More respondents in 2002 said they would visit the agency and fewer said they would seek a friend's help. Azerbaijanis and "other" ethnic minorities were below average with just less than one of three reporting they would visit the agency. They were above the average with regard to finding a friend. Those who would likely visit the agency have a secondary school education or better, while those with a primary school education report more than the average that they would seek a friend's assistance. Oddly, residents of Tbilisi report below the average on visiting the agency and above the average on finding a friend. Residents of Akhaltsikhe (55%) and Kutaisi (48%) are much more likely to visit the agency. Rural residents overall are slightly more likely to favor finding a friend than their urban counterparts. Nearly one of five respondents (19.3%) had this experience in the past year. Georgians and "other" ethnic minorities were more likely than Armenians and Azerbaijanis to have the experience. As respondent income increases, so does the likelihood of having this experience (from 18% for the low income bracket to 31% at the highest). One of four residents of Borjomi reported having the experience, compared with one of five in Tbilisi and Akhaltsikhe, and 17% in



Kutaisi and 14% in Telavi. Urban residents were more likely to report the experience (23% versus 13%).

Of those who had the experience, 53% said the matter was resolved successfully and another 23% said it was "more or less" resolved, leaving 24% saying it was not successfully resolved. The likelihood of success increased along with reported income from 46% for the lowest income bracket to 75% at the highest. While residents of Borjomi, Tbilisi and Akhaltsikhe fall around the average of success, residents of Kutaisi fared much better with 63% reporting success, while only one in four from Telavi reported success. Overall, urban residents fared somewhat better at 56% compared with rural residents (45%).

## **Awareness of Human Rights Issues**

### *Due Process*

#### *Stopped by Police*

Results from the 2002 survey are similar to the baseline results. A majority of respondents have been stopped by police or security forces while traveling in Georgia (Question 29: 57% compared with 63% in 2001). These people tend to be young (76% are 25-44 year old respondents), males (70% of the men interviewed), and wealthy (66% of households earning 201-500 GL/month and 81% of households earning between 201-500 GL/month). Those with at least some university education report being stopped more than average (62-64%); also those who are employed (65%).

Results from various ethnic groups are more interesting this year due to the addition of 200 interviews of ethnic minorities. Curiously, Georgians respond about average to this question, while many more Azerbaijanis (63% compared to the 57% average) report being stopped. Only 40% of Armenians reported being stopped and 41% of "other" ethnic minorities.

With regard to regional differences, Tbilisi and Telavi residents report about average number of stops, while Kutaisi (68%) and Borjomi (61%) residents report above average and Akhaltsikhe residents much less than average (40%). Little difference is found between reports of being stopped by urban and rural residents.

After being stopped, many people face being asked to allow inspection of the contents of the vehicle (Question 30) and sometimes to prove the ownership of the contents (Question 31). Like 2001 results, nearly one in three people (30%) reported that police or security forces demanded to inspect the contents of the vehicle. Slightly more respondents (18% compared to 16.5% in 2001) reported being asked to prove ownership of the contents. Again, these respondents were reportedly more often young people and men. Those respondents working in trade (41%) and "other" sectors (44%) faced inspection more often than average, and were also more likely to report being asked to prove ownership of the vehicle's contents (21, 22% respectively, though those in agriculture were also above average 28%).

Respondents reporting higher monthly income of more than 200 GL/month, tended to face inspection more often than average (37%-50%), though no trend appears in response to the inspection question. Regionally, Borjomi residents report high incidence of inspection (37%), while Akhaltsikhe residents report a low incidence (18%). The same trend is seen in response to the ownership question (21% and 15% respectively compared to 18% average).

Azerbaijanis reported being asked to submit to inspection more often (39%) than average (30%). As in the previous questions, reporting by Georgians was average and less than average by Armenians and "other." In the case of being asked to prove ownership, Azerbaijanis (37%) and "other" ethnic

minorities (22%) reported facing this demand much more so than Georgians (16%) and Armenians (15%).

While there was no urban/rural difference in the data with regard to inspection, there is a marked difference in the reporting of being asked to prove ownership. More than one in four rural residents (27%) reported being asked to prove ownership of the contents of the vehicle, while only 13% of urban residents reported suffering from this demand.

When asked if these demands are reasonable (Question 32), many respondents reported that they were (48.5%), while another 31% said it would depend on the circumstances. One in five said the demands are reasonable. These results are similar to 2001 data. As in 2001, young respondents tended to say the demands were unreasonable. Those with some university education report more often than the average that the demands are reasonable (55-56%). Students also find the demands reasonable more often than not (60%), as do those earning at least 200 GL/month (55% - 66% among the highest 3 income categories).

More than half of Tbilisi residents find the demands reasonable (57%), while about one of three Akhaltsikhe residents (34%) and Telavi residents (35%) say the same. Urban residents are more accepting of the police practice (54%) than their rural counterparts (37%).

Oddly, Azerbaijanis, who tend to suffer from these requests more than most, also reported more often (31%) than average (20%) that the requests are reasonable. They were least likely to say it would depend on the circumstances (21% compared to average 31%).

Respondents were next asked the legal rights knowledge question, "Do you think the police have the right to make these kinds of demands?" and the majority said no (48%) while 37% said yes, 1% said it depends on the circumstances, and 13% didn't answer (either the question was too difficult or they said they didn't know). These results are very close to 2001 results. Unlike 2001, however, there appears to be some difference in the way men and women view this issue. Men are more likely to say "no" (54%) compared to women (44%), and women are more likely to not answer (16% compared to 10%).

Those respondents who answered "no" increased in percent with reported income/month (38% for those with less than 50GL/month to 75% for those with 201-500/month). With regard to regions, only Tbilisi residents said "no" more so than the average (59%) compared to a low percent reporting in Telavi (31%) and Akhaltsikhe (32%). (Telavi residents were low scoring on this question in 2001 as well). Urban residents answered "no" more often (56%) than rural residents (35%).

In addition to the issue of due process by the police and security forces with regard to travel issues, respondents were asked about the rights of detainees. First, respondents were asked if detainees have the legal right to help from a lawyer while detained. As in 2001, most people (90%) answered this question correctly saying that yes, detainees do have that right. Younger respondents, those between 25-44, scored higher than average. Georgians mostly answered the question correctly (93%), while other ethnic groups did not score as high (Armenians 77%, Azerbaijanis 82% and "other" 88% responded correctly). The percent of correct responses increased with education (low of 77% with only primary school completed and high of 94% with university degree).

With regard to regions, as in 2001, Akhaltsikhe residents scored the poorest (81%), while all other regions scored between 88-98% correct (in order from low scoring to high: Telavi, Borjomi, Tbilisi, Kutaisi). Also as in 2001, urban people tended to be correct (93%) more often than their rural counterparts (86%).

Respondents were then asked how many detainees they think are actually using this right. The table below shows response categories and the percentage of people responding in each one.

**Table 17. Q 35: Detained persons use of legal aid**

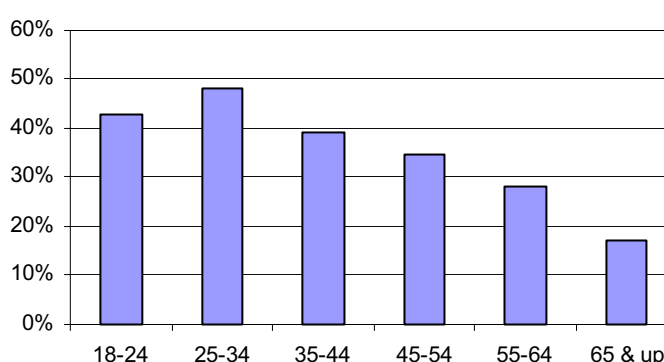
<b>What do you think, how many detained persons are actually using this right in fact? (in percent)</b>		
	<b>2002</b>	<b>2001</b>
All of them	5.6	2.3
Most of them	9.5	8.4
More than half	5.5	5.5
Half of them	6.5	9.0
Less than half	15.3	11.6
Very few	37.6	45.8
Nobody	9.75	8.5
Don't know/don't understand question	16.4	8.9

Armenians and Azerbaijanis seems to be more optimistic reporting "all of them" 15-16% much higher than the average. Georgians made up most of those who said "very few" (45%). This is an exception to that pattern on other questions, where Georgians have tended to appear more optimistic and Armenians more pessimistic. The less educated respondents also appear to be more optimistic than those with some university education (where 46-47% say very few, compared to only 19% with a primary school education and 30% with secondary school). The wealthy (those with more than 200 GL/month) and employed people are less optimistic saying "very few" more often than the rest of the sample.

The only regional difference easily discernible from the data is the higher reportage of Akhaltsikhe residents in the more "optimistic" categories (all, most, more than half or half of the detainees using this right) compared with those from other regions. On the same note, rural residents report more often than urban residents in those categories as well. Both of these results are similar to 2001 results.

As in 2001, toward the end of the survey, to avoid "order effects",<sup>14</sup> respondents were asked if they know anyone – a neighbor, a colleague from work, a friend, a family member – who was beaten or tortured by any public authorities while detained. Fewer respondents reported saying "yes" in 2002 (37%) compared to 2001 (44%). The same age ratio can be seen as in 2001. Slightly more men (44%) than women (32%) reported knowing someone who was beaten or tortured. Georgians more often said "yes" (41%) than other ethnic groups (Azerbaijanis 19%, Armenians 30%, "other" 33%). The well-educated (with some university 52%, completed university 46%) said yes, as did half of students and 46% of employed respondents, and those with higher than 200 GL/month incomes. Those respondents who work in any sector besides

**raph 22. Age by % respondents who know someone who was beaten/tortured**



<sup>14</sup> Order effects result when the thought process involved in answering one question affect the thought process for another question. Survey design work involves minimizing the probability that a later question in the survey is affected by the thoughts involved in answering an earlier question in the survey.

agriculture were also more likely to know a detainee who was beaten or tortured. Urban dwellers were more likely to be acquainted with such an occurrence (45%) than rural residents (24%), so it isn't surprising that Kutaisi (49%) and Tbilisi (42%) residents reported more than average awareness of this abuse.

When asked the legal knowledge question: "Do you think that the police have the right to torture or beat a detained person in any circumstance?" most respondents said no (87%, similar to 88% in 2001). The only interesting finding among the respondent categories is found among the ethnic minorities, where only 3% of the overall sample said "yes, the police have the right," but ethnic minorities "yes" responses ranged from 6-9%, much higher than 2% of Georgians. Also, a comparatively large percentage of Armenians (23%) said "it depends on the circumstances," compared to the 8% average.

### *Cooperation with Police*

The baseline results indicated that the rule of law may not be adequately enforced in Georgia, as the perception among respondents was to be wary, if not uncooperative, with authorities. We asked respondents about their willingness to assist police.

**Table 18. Q 42: Cooperation with police**

<b>In general, if you were stopped or called by the police and asked to give information about some event, would you ... (in percent)</b>		
	<b>2002</b>	<b>2001</b>
Cooperate willingly	8.9	6
Cooperate somewhat willingly	4.9	4
Cooperate somewhat unwillingly	2.2	1.5
Cooperate unwillingly	2.75	2.7
Refuse to cooperate at all	30.9	38.7
Depends on circumstances	47.2	45.1
Don't know/don't understand question	3.2	2

The table above suggests that there may have been some improvement in perception, but the data are not convincing. Those who refuse to cooperate decrease with age (41% of 18-24 down to 25% of 65 & up). Georgians report they would be the least cooperative, as one of three would refuse to cooperate at all and half said it would depend on the circumstances. As in 2001, more than half of Tbilisi residents (52%) said it depends, while almost one-third (29%) said they would refuse to cooperate. Kutaisi residents report they would refuse (42%) or that it depends (45%) on the circumstances. It is not, therefore, surprising to see that urban residents report that their cooperation would depend on the circumstances (53%) more so than their rural counterparts (37%).

Respondents were also asked if they have the legal right to a lawyer's help as a witness (Question 43). Most know they have the right (78% compared to 74% in 2001). Nearly 1 in 10 (9%) answered incorrectly, while 13% said they didn't know or the question was too difficult to answer. Georgians, more than other ethnic groups, were most likely to answer correctly (81%) compared with 67% of "other" minorities and Azerbaijanis, and 72% of Armenians. Those respondents with at least some university education were more likely to respond correctly, as were those with higher incomes. People from Borjomi (83%) and Kutaisi (84%) were more likely to be correct than those from Tbilisi (78%), Telavi (74%) and Akhaltsikhe (69%).

As in 2001, fewer respondents would actually ask for a lawyer's assistance while speaking with the police (see table below).

**Table 19. Q 44: Use of lawyer while with police**

Would you ask if you could have a lawyer with you while you talk to the police (assuming you could afford one or could get some free help)? (in percent)		
	2002	2001
Yes	56.4	64.1
No	9.3	11.1
It depends on the circumstances	28.4	21.2
Don't know/don't understand the question	5.9	3.6

These results may show a continued distrust of lawyers, as fewer respondents report that they would seek a lawyer's assistance. The results could also suggest an increase in trust of the police, although other information suggests this is not likely to be true.

Younger respondents (18-34) would more than likely request such assistance (more than 60%), while only half of those 55 & up would do so. Those from Borjomi and Kutaisi (more than 60%) would request assistance.

### *Gender Rights*

Women are frequently subjected to different standards than men, despite legislation ensuring equal rights. In promoting rule of law in Georgia, the IRIS project strives to make sure the legal system treats women and men equally. The survey provides some information about both the opinions and the knowledge of gender rights held by citizens. In 2002 the range of issues was expanded from two to three; in addition to legal protection against domestic violence and inheritance rights, the survey now also asks about custody and property rights during divorce proceedings.

### *Domestic violence*

Respondents were asked their opinion about the state's role in punishing a wife-beater and also about their knowledge of a wife's legal rights if her husband uses physical violence against her. Most respondents (65%) said yes, the husband should be punished by the state for beating his wife, yet more (84.75%) answered the legal knowledge question correctly, saying that wives have legal right to protection against physically abusive husbands. Not surprisingly, more women than men believe that violent husbands should be punished (67.6% compared with 61.8%), but men and women are equally well aware of a wife's legal rights (84.9% of women answered correctly compared with 84.5% of men). These results are almost the same as occurred in 2001.

A larger percentage of ethnic Georgians (67.5) than Armenians (54%) or Azerbaijani (54.5%) believe the state should punish violent husbands. Similarly, more Georgians (87.6%) answered the legal knowledge question correctly than either Armenians (70%) or Azerbaijani (76.1%). Urban residents more often said "yes," husbands should be punished by the state, compared to their rural counterparts (72.4% versus 52.7%), and likewise, more urban residents knew that women do have legal protection against domestic violence (88.65% compared to 78.3%). Similar to 2001, more residents of Tbilisi (70.6% yes) and Kutaisi (64.7%) support punishment of violent husbands compared to residents of Telavi (55.4%), Borjomi (57.8%) and Akhaltsikhe (58.1%), but the percentages increased in 2002 for the latter three regions. Residents of Kutaisi and Tbilisi more often answered the legal knowledge question correctly compared to those of Akhaltsikhe and Borjomi, with Telavi in the middle of the range; this pattern is different than the results from the first survey only in that the relative positions of Borjomi and Telavi have switched.

## *Inheritance*

Two questions were asked of respondents with regard to inheritance and gender, and as with domestic violence, one asks for the respondent's opinion while the second is a question of legal knowledge. Most people, 79% in 2002 compared 76% in 2001, said brothers and sisters should have equal rights inheritance, with 19% saying no and only 2% saying don't know or it's too difficult to answer. More respondents chose this last option (11%) when responding to the legal knowledge question, while 18.7% answered incorrectly (no) and 70.2% correctly. These results constitute an improvement over 2002 (17% don't know, 22% incorrect, and 61% correct).

Interestingly, there is no significant difference between genders in the percentages for either opinion or knowledge. Fewer Azerbaijani (64.9%) than Armenians (74%) or Georgians (81.5%) believe that women should have equal rights in inheritance, while the differences were not statistically significant for the knowledge question.

Urban people more often said there should be equal rights under inheritance law than their rural counterparts (87% compared to 66%). They also answered the legal knowledge question correctly more often than their rural counterparts (73.7% compared to 64.3%). Differences in opinions between regions were not significant in 2002, but Borjomi scored a significantly higher percentage of the legal knowledge question correctly than did respondents from Telavi and Kutaisi. The result in Borjomi is a reversal of the pattern found in the 2001 survey.

## *Divorce*

The new questions in 2002 focused on the rights of husbands and wives during a divorce. Unlike the other gender questions, the first question asked about knowledge of the law – do the parties have equal rights? (yes). The next two questions asked respondents if they discerned a pattern in the way husbands and wives are treated by the court, first with regards to custody and the second with regards to property. The last two questions then ask respondents for their opinions – should husbands and wives have equal rights to custody and to property during a divorce.

For the sample as a whole, 71.25% answered the legal knowledge question correctly. Younger respondents were less likely to answer this question correctly: 65% for ages 18 to 34, compared to 72-73% for ages 35 to 54, and 80.7% for ages 55-64. There were no significant differences between gender, between ethnic groups, or between regions. However, urban residents answer correctly in larger percentages than urban (75.4% compared to 64.3%).

The next two questions first asked respondent to think about all the people they know who have been through divorce court. As can be seen in the next table, approximately half of the sample reported that they do not know anyone who has been to divorce court, and approximately 25% think that husbands and wives are treated in the same way by the court. Of the remaining 25% of the sample, more people think that women are treated better, especially with regards to custody but less so for property.

<b>Table 20. Q 69a: Patterns in how the genders are treated</b>		
Do you discern a pattern in the way men and women are treated by the court...	...with regards to custody?	...with regards to property?
I discern no difference	24.2	28.1
Men are treated better	3.4	6.6
Women are treated better	22.8	14.9
I know no one who has been to divorce court	49.6	50.3

More Armenian and Azerbaijani respondents than Georgian know people who have been to divorce court, and more of these ethnic minorities perceive differences in the treatment of husband and wives. Most report that women are treated better with respect to both custody and property.

Borjomi has the highest percentage of respondents (45.5 for custody and 47.9% for property) who discern no difference in the way men and women are treated by the court, whereas Akhaltsikhe and Tbilisi have the lowest percentages (17.6% custody, 16.9% property- Akhaltsikhe and 19.2% custody, 25% property – Tbilisi). Telavi has the highest percentage (60%, 61.5%) of respondents who know no one with experience in divorce court, compared to 36% (both custody and property) in Akhaltsikhe and 37.2-38% in Borjomi. In all regions, women are perceived as getting better treatment than men by very sizable margins, except in Borjomi and Telavi where the differences are fairly small with regards to property. There is very little variation in responses between men and women as to custody, so this particular issue is not a matter of gender perspective. However, there is some variation between men and women's view of treatment of property rights. Nearly twice the percentage of women think that men get better treatment regarding property rights (8.5% compared to 4.3%), while 16.2% of men say that women get better treatment compared to 13.8% of women. Interestingly, twice as many rural than urban residents say that women are treated better with regards to property, whereas there is no difference between rural and urban residents regarding custody.

The last two questions on the survey ask respondents for their opinions, should husband and wives should have equal rights to property and to custody during a divorce. For the sample as a whole, 80% say yes for property and 78% say yes for custody.<sup>15</sup> Fewer women than men say yes for custody, whereas more women say yes for property.<sup>16</sup> Armenians are less in favor of equal rights on both issues, whereas Azerbaijani are more in favor of equal property rights, and Georgians are more in favor of equal custody rights.<sup>17</sup> Fewer residents of Akhaltsikhe and Tbilisi are supportive of equal rights for custody than in Borjomi or Telavi, whereas the differences between regions are not pronounced for property rights.

### *Minority Rights*

Question 63 asks respondents if they think ethnicity should be indicated on the identification cards issued by the state to all citizens of Georgia. Whereas a large percentage of Armenians (42%) and Azerbaijanis (38%) did not want ethnicity to be indicated, these are small percentages than in 2001 (54.7% and 59.5%, respectively). A sizable majority of Georgians (76.1%) chose the opposite, although this percentage has fallen slightly since last year. Almost 85% of Kutaisi respondents, 73.6% of Telavi residents, and 75.55 of Tbilisi residents want ethnicity to be indicated on ID cards, whereas less than 52% of Akhaltsikhe and 36% Borjomi residents made this choice.

### *Freedom of Religion*

Only 29% of the sample regularly attends religious services, but 94% know that citizens have the right to choose their religious beliefs for themselves. Only 42%, however, know that followers of different religions have equal rights under the law, and an even smaller proportion, 37% (up from 28% in 2001) believe that religious freedoms are equally well protected. A somewhat larger percentage of women than men attend services (one third versus one quarter of men); Armenians attend (38%) more so than other ethnic groups; nearly one in five Armenians doesn't care about whether followers of different

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<sup>15</sup> The difference for property is statistically significant only at the 90% confidence level, whereas the difference for property is statistically significant at the 95% confidence level.

<sup>16</sup> For those who opposed equal rights, we did not ask who should have greater rights – this result might have been interesting.

<sup>17</sup> The differences for property are again statistically significant only at the 10% confidence level, while the difference for property is significant at the 99% confidence level.

religions are protected equally by the law, and more than average, they don't care whether people are protected in reality, while 70% of Azerbaijanis believe people are protected and 51% of Georgians think people are *not* protected both by the law and in reality.

The following table shows how the sample is distributed across the 5 regions for these issues.

**Table 21. Q 36-39: Religion (Percentage)**

Issue	Akhaltzikhe		Borjomi		Kutaisi		Tbilisi		Telavi	
	2002	2001	2002	2001	2002	2001	2002	2001	2002	2001
Attend services?	42.6	24.2	45.4	36.9	41.5	29.0	21.8	23.7	16.2	9.7
Correct on right to choose?	97.8	81.0	94.2	96.4	89.9	90.8	94.7	93.7	95.3	92.7
Correct on equality under the law?	28.7	29.5	48.8	38.1	46.4	52.2	45.2	49.0	26.3	29.8
Perceive equality in actual treatment?	30.1	22.1	47.9	16.7	47.8	40.6	36.2	29.6	23.6	14.5

## Freedom of the Press

Survey respondents were asked a legal knowledge question about freedom of the press: “Do you think that TV and newspapers can legally broadcast and publish any news they learn?” Slightly less than half of the respondents gave the correct answer of “yes” (49.5, compared 54% in 2001). Many said it depends on the circumstances (29.8%) and a few (18%) said “no.” Regionally, more respondents in Akhaltsikhe and Telavi answered correctly with 58.1% in each, compared to 52.3 in Borjomi, 46.9% in Kutaisi, and 45.6% in Tbilisi. These results exactly reverse the pattern observed in 2001. Rural residents performed better (57.6% correct) compared to their urban counterparts (44.6%) and these results are quite similar to last year’s.

Respondents were then asked if journalists are required by law to explain who provided the information they report. One in five respondents said they don’t know (20%), while 38.4% incorrectly said the law requires journalists to identify their sources, and 41.8.5% said journalists by law do not have to explain who gave them information. Residents of Borjomi gave the highest percentage of correct answers, at 48.7%. While the percentage of correct responses fell in Akhaltsikhe from 54.7% in 2001 to 41.9% in 2002, the percentage in Telavi grew from less than 27% to 44.6% over the same time period. No other differences between categories, even ethnic, were significant.

## Means of Raising Awareness and Demand for Rule of Law

### *Cases against the State*

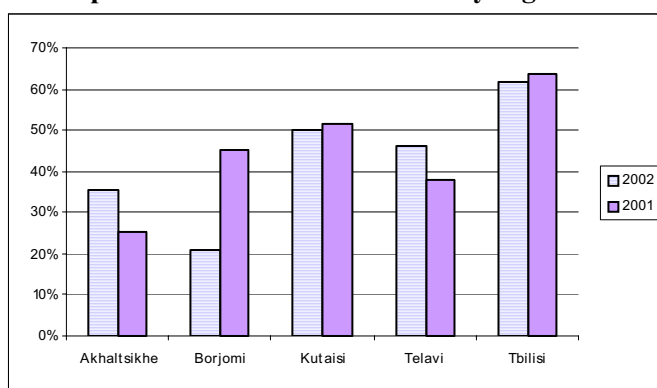
We used the survey to better understand the means by which people learn of new legislation, actions of state agencies and officials, and/or changes in government policy. Our intention is that high profile cases conducted under Task Two will increase the public’s awareness of various rights. We asked, “Can you remember any time in the past three years hearing in the media about a court case where someone complained about something a state agency or official had done?” (Question 52). Respondents were almost evenly split: 51% said yes, they had, and 49% said no, they had not heard of such a case.



Graph 23 illustrates the percentage of respondents within each region reporting they had heard about a case in the media in the last three years. The 2002 results are very similar to 2001 results, except in Borjomi, our control region. Also like 2001, 58% of urban people reported hearing of a case involving a government official or agency, while 39% of rural people did so.

Georgians reported having heard of a case (57%) much more often than Armenians (38%), Azerbaijanis (21%) or other ethnic minorities (35%). Respondents with some or a completed university degree were more likely than less-educated respondents to report "yes" and there was a clear rise in awareness of a case with an increase in income.

**Graph 23. Court case in media by region**



Respondents were also asked whether the person with the complaint received a satisfactory outcome from the state (Question 53). As 49% of the respondents reported being unaware of such a case, only 51% of the sample (607 respondents) was asked this question. Of those, most said "no" (242 people or 40% of those asked this question) or "more or less" (184 or 30%). Very few (72 people, 12%) said "yes" and another 18% said don't know of the question is too difficult to answer. These results are slightly different from 2001 in that 10% said yes in 2001 compared with 12% here, 42% said no compared with 40%, but 21% said "more or less" while 30% said so in 2002. Many more people in 2001 didn't answer, 27% compared with 18%.

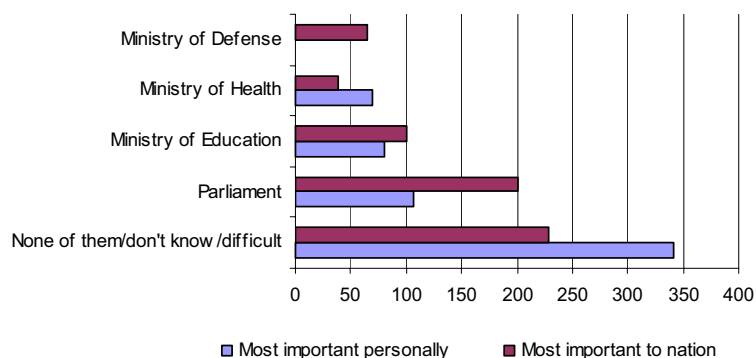
#### *Source of Information about Government*

These results are similar to those received when respondents were asked a more general question about their main source of information on national and local government's activities (Questions 64 and 65). The majority of respondents get their news from television. For national government's activities, 87% (up from 82% in 2001) of respondents say television is their main source (see graph below in comparison with results about local government activities). Nearly half (47% same as 2001) of the television watchers are between 25-44 years of age. Only 4% (down from 8%) of the sample selected national newspapers as their main source of information, and another 4.5% (down from 6%) said friends and relatives.

## Attitudes toward Government Agencies

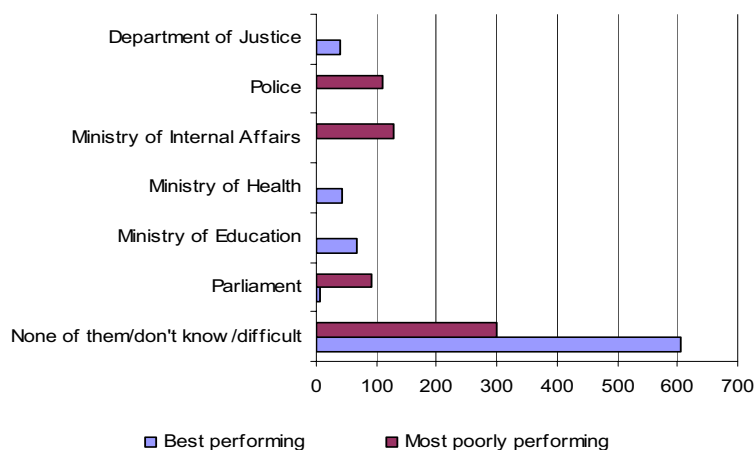
Several questions were asked about government agencies. Many respondents found these questions either difficult to answer or they answered with “none of the government agencies.” The agency list was exhaustive. Most respondents found it easier to name an agency that is important to the nation than important to them personally. The graph below illustrates that respondents feel that Parliament is the most important agency to the future of Georgia as well as to them personally (Questions 5 & 6). Of national importance, respondents selected the Ministry of Education as the second most important agency followed by the Ministry of Defense (Ministry of Health was sixth). The Ministries of Education and Health were selected after Parliament as important to respondents personally.

**Graph 24. Importance of government agencies**



When asked what agencies were performing the best in relation to one another (Question 7) and those performing most poorly (Question 8), most respondents found it easier to name an agency they think performs poorly than one they think performs well. Those performing the best included the Ministries of Education and Health and the Department of Justice. Those considered to be performing poorly were the Ministry of Internal Affairs, the police and Parliament.

**Graph 25. Performance of government agencies**



Lastly, respondents were asked which government agencies or offices they encounter most frequently in daily life (Question 9). What is most interesting is that nearly half of the respondents (497) did not name an agency. The bar chart below shows the dramatic difference between the top three named agencies and the non-response category (including those who said “don’t know” and “difficult to answer”).

**Graph 26. Government agencies encountered most often**

